UNITED NATIONS
ECONOMIC AND SOCIAL COUNCIL

Distr.
GENERAL

E/ECA/AATD/84/6
30 October 1984

Original: ENGLISH

ECONOMIC COMMISSION FOR AFRICA

Fifth Biennial Training Development Conference of
The African Association for Training and Development

Addis Ababa, 19-29 November 1984

LC/NAIROB

THE IMPACT AND EFFECTIVENESS OF GUIDANCE AND COUNSELLING PROGRAMMES IN LIBERIA

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by Bertha Baker Azango

Introduction

1. As a formal discipline, guidance and counselling seek to promote the optimal condition for learning - a sound mind, a sound body and a sound spirit. They are therefore supplements to the whole educational process.

2. A critical factor in evaluating any educational programme is an understanding of the socio-economic environment in which it exists and the constraints under which it operates. This paper will therefore first take a brief look at the present socio-economic situation in Liberia and the educational environment in which the guidance and counselling programme operates.

3. Liberia is a small country at the bulge on the West African Coast. It lies between the Republics of the Ivory Coast and Sierra Leone; to its west is the Republic of Guinea.

4. The population of Liberia is about two million and the average annual growth rate is said to be 3.3 per cent. This population is very youthful; about 65 per cent is below the age of 25 and about 91 per cent under 50. Those of school age, that is, between 5 and 29, make up 58 per cent of the population.

5. There is high migration of people from the rural to the urban areas, particularly the young and active labour force. About 30 per cent of the population lives in the urban areas, which registered an average annual growth rate of 7.9 per cent in 1979. (MPEA, 1980).

Economic Situation

6. Liberia has a dualistic economy where production technique, production and consumption patterns as well as income distribution differ considerably between the monetary and the traditional sectors. The monetary economy generates about 85 per cent of the GDP while 60 per cent of the total population lives in the traditional economy and produces predominantly for subsistence.

7. Considering its size, Liberia is favorably endowed with natural resources. The economic growth rate in the 1960s and until the early 1970s was moderately high. However, the late 1970s witnessed a weakening of the economic and financial positions. The decline in iron ore mining and rubber exports (the principal external trade commodities), in the wake of recession in the industrialized countries, had profound effect on the balance of trade, public finance, GDP and external debts. The civil uprising on April 14,1979 and the military coup d'tat on April 12,1980 also had serious repercussions on the ailing economy. In nominal terms, the economy registered a negative growth rate of 5.8 per cent and 5.0 per cent respectively in 1981 and 1982. In real terms the decline for the two years was 4.4 per cent and 6.2 per cent. The domestic oriented sector, which had over the four years preceding 1980 registered an impressive annual growth rate of 6.4 per cent, recorded a decline of 10.6 per cent in real terms in 1980.

particularly hard hit were manufacturing, construction and commercial activities.

8. As a result of the high population growth rate, it is estimated that during the years 1981 and 1982 the real income per person fell on an average of eight per cent annually. Consequently, it has been predicted that Liberia's capacity to generate internal revenue significantly for essential development programmes is very limited (World Bank, 1982).

The Social Milieu

9. The introduction of iron ore mining industry in Liberia in the mid-1950s followed by other industries in the 1960s and 1970s created a disequilibrium in the social pattern. As men from the rural areas were recruited or went on their own to work in these industries, the traditional village life of many rural people became disrupted from the loss of male family members. Also, as these male members transmitted money and/or goods bought in the industrial areas to their families in the villages, it generated a new appetite for consumer goods into the village life-style, and an awareness that alternatives to subsistence farming existed. According to Carter (1982), one community in the 1960s had as many as 48 per cent of its men absent. In consequence, there followed a mass exodus of women from the rural areas to the urban areas. Unlike the men, however, few of these women had the vigor or skill to obtain jobs in the formal sector. As they found their way to the capital city or to the concession sites, some became market women, others went into prostitution while others turned to petty thrivery.

10. Another problem which has been the outgrowth of the socio-economic change is the increase in juvenile delinquency, particularly in the cities. It is not uncommon to find gangs of youngsters loitering around cinemas, market-places and other public areas. The use of drugs and participation in gambling are on the increase. Along with the problem of juvenile crime, the number of male and female children classified as missing or officially regarded as unattached or in need of help rather than as delinquents or criminals is also alarmingly increasing.

11. The practice of "wardship" is prevalent in the Liberian society. Under this system, usually rural, illiterate parents who lack sufficient means to support all of their children, request persons in the urban areas to take their sons or daughters in their homes as wards. In return for the education, room, board and training provided such a child, he or she is expected to render domestic service. Some of these arrangements often work out to the mutual benefit of both the guardians and the wards, others do not. What is most unfortunate about it is that the parents of such children seldom come around to see how their children are faring, or to establish some rapport with the guardians and by so doing, to make the children feel wanted, loved and accepted. It is not uncommon, when there is a misunderstanding in the home, for the guardians to put the ward out regardless of his or her age, without support or protection; or for wards to run-away from home. As a result, it is such children who are most frequently found on the streets as vagrants, delinquents and petty criminals. Public and privately financed organizations which should provide help for these young people are very limited in number and capability.

The Education System

12. Structure : Education in Liberia is centralized under the Ministry of Education. All institutions below university level, whether public or private, operate under the control of the Minister of Education. Higher education is the responsibility of the respective institutions of higher learning but the Minister of Education serves as ex-officio member of their boards of trustees. This establishes and ensures a link between these institutions and the government.

13. Educational institutions are generally classified into four categories:

(a) public schools, those wholly supported by the government;

(b) mission schools, those operated by religious bodies;

(c) concession schools, those supported and run by large business establishments; and

(d) private schools, those operated by other individuals and groups.

Many mission and private schools receive subsidy from the government.

14. The present structure of education is what is known as the 6-3-3-4 system. The primary or elementary level has six treads or grades, the secondary level is sub-divided into two stages of three grades each - the junior high school (grades 7-9) and the senior high school grades 10-12). First degree programmes at the university level are usually of four-year duration but there are certain disciplines which run for longer periods, such as law, engineering and medicine.

15. Also part of the education system, but not reflected in the symbol 6-3-3-4 are:

(a) the pre-primary stage, which may be of one or two-year duration. There are two types of pre-primary programmes: Kindergarten, for the four and five year-olds, and pre-grade classes for children who come to school without a knowledge of English, which is the medium of instruction throughout the school system. The non-English-speaking pupils are generally placed in special classes until they acquire sufficient knowledge of the language to benefit from instruction in English.

(b) There are two-year and three-year post secondary school programmes. The teacher training institutes, the junior colleges and the technical colleges fall in this category.

(c) There is also the graduate ("aster's Degree_ programme recently established by the University of Liberia.

16. Curriculum: The elementary and junior high levels provide general and undifferentiated education. That is, all students take the same courses. A basic curriculum is prescribed by the Ministry of Education which all schools must follow, but individual schools are permitted to provide additional offerings for enrichment of the curriculum if they have the necessary resources. The senior high school, on the other hand, is diversified with two streams: the academic and the vocational/technical stream.

17. The academic stream is basically college preparatory. The vocational/technical stream has two types of programmes: in the comprehensive high school the basic requirements for university entry are met in additional to the acquisition of semi-skilled vocational training. Consequently, the curriculum provides for approximately 50 per cent theoretical and 50 per cent practical training. It is expected that graduates from this programme will enter the technical faculties at the teritary level or the labour market at the semi-skilled level. The second type of vocational/technical programme concentrates basically on the acquisition of marketable skills; consequently, the curriculum provides for a ratio of approximately 25 per cent theoretical and 75 per cent practical training. Graduates from this programme are expected to go directly into the labour market as skilled craftsmen.

18. Enrollment: In 1981 the elementary school level accounted for 51.2 per cent of pre-teritary enrollment, the junior high school for 11.3 per cent, the senior high school for 7.3 per cent and the remaining 30.2 per cent were at the pre-primary level. Although female students constituted 37.4 per cent of total enrollment, they have a higher attrition rate than male students. Female students represented 43 per cent of pre-primary enrollment, 39 per cent of elementary, 30 per cent of junior high school and 28 per cent of senior high school in 1981.

19. The average annual growth rate of secondary school enrollment is about 12 per cent. However, about 26 per cent of the age cohort attends the junior high school and 17 per cent attends the senior high school. Many students of secondary school age are enrolled in the elementary school because of late entry at school. As will be seen later, most rural parents send their children to the traditional school first or keep them at home to help with farming activities, which sometimes accounts for their late entry into the formal school system.

20. There are about 36 or more institutions in the country which offer training in vocational/technical education. According to a survey conducted in 1983, five of these institutions are public schools, 15 are out-of-school public institutions, 10 are private schools, three are mission schools and three are concession schools. (MPEA, 1983).

Financial Resources for Education

21. Despite increasing deficits of the Liberian economy, which averaged about five per cent between 1980 and 1982, the Ministry of Education's budget has remained fairly constant over the last five years both in terms of the allocation of funds and the proportion of the total government expenditure. In the 1983 Assessment of Liberia's Education and Training Sector (MPEA), it was estimated that the Ministry

of Education's budget would grow commensurate with the government revenue at an average annual rate of two per cent and, as a proportion of the government revenue, it would remain at a constant rate of 17.8 per cent. According to the World Bank Appraisal Report, however, Liberia's expenditure on education as a percentage of the total government expenditure was 19.6 per cent (World Bank, 1982). Compared with some other African countries, this is relatively low, i.e. the Ivory Coast 45 per cent, Benin 35 per cent and Togo 25.5 per cent. But there are other countries of comparable expenditure levels, i.e. Guinea 20 per cent, Zimbabwe 19.5 per cent, Kenya 18 per cent, Cameroon 16 per cent and Ghana 15.5 per cent. Such minimal per annual growth, despite the consolatory analogy, has and will continue to pose serious constraints on the Ministry of Education's ability to support viable programmes or to develop new essential ones. As will be shown later, the guidance and counselling programme has been a victim of this situation.

Guidance and Counselling in Liberia

Background

22. As a process of helping the individual to become more self-reliant and independent, guidance and counselling are a natural part of education and training. Viewed from this perspective, guidance has always been a function of the traditional education in Liberia, being provided in the cultural institutions - the Poro for boys and the Sande for girls - which prepared youth for adulthood. Originally children were placed in these institutions as boarders between the ages of four and nine and remained in training for three to seven years. Because many parents in the traditional society tended to withdraw or withhold their children from the formal school to attend the cultural schools, thus drastically reducing enrollment in the formal school, the Government has restricted the operation of the cultural institutions to only three months per year. This coincides with the long (summer) vacation of the formal school, December to February. Such a restriction has greatly undermined the prestige of the cultural institutions and rendered them more ceremonial in nature than functional.

23. In the cultural institutions the guidance programme is concerned with teaching youth survival skills - how to manage their immediate affairs: food production, domestic responsibilities, self-recognition, self-discipline and independence, vocational skill, among others. The extent to which these concepts are still imparted has to be determined, considering the abbreviated nature of the present programme.

24. Guidance and counselling in the formal school system began in 1956 under the leadership of Mrs. Bertha Baker Azango, then Director of Guidance and Testing in the Ministry of Public Instruction. The initial emphasis was on the development of a cumulative record system in six pilot schools - three elementary and three secondary. The second phase was the introduction of vocational guidance in 1959 at the junior high school level with five schools as a pilot project. Instructional materials were developed for both students and teachers and there was a high degree of interest among parents, students and school authorities for the programme. Both programmes were short-lived, however, because of financial difficulties and the lack of trained guidance and counselling personnel to provide the monitoring and supervision necessary for a new and innovative programme.

About 1960, during the transition of the Bloker Washington Institute from a vocational elementary school to a vocational technical high school under a special contract with the Prairie View Institute of the United States of America, a guidance and counselling unit was attached to the Institute. The principal concern of the unit, however, was the placement of students with business establishments for practical training and after graduation for employment.

26. When the Monrovia Consolidated School System (MCSS) was established in 1962, with assistance from the USAID, one of the initial steps was the training of various categories of staff, including for in guidance and counselling at the Master's Degree level. These counselors were assigned to the various junior and senior high schools in the system. At present all, except one, have left the MCSS. Nevertheless, two are still working in guidance and counselling under other agencies, thus they are not lost to the profession.

27. Career clinics are organized periodically by various social groups in collaboration with secondary schools and business establishments, particularly in the cities. The purpose of such programmes is to acquaint students with employment opportunities in the community and to provide business establishments a chance to identify potential applicants. The first guidance clinic was held in Monrovia in 1952 by the College Women's Club of Liberia.

28. The second stage in the development of guidance and counselling in Liberia was in 1977 when a unit was established in the Ministry of Education. Four demonstration pilot projects were organized in secondary schools in Monrovia. A significant breakthrough was made the following year under the leadership of Dr. Sophie Mends-Cole Smith, then Director of Student Personnel Services. She consolidated several existing divisions in the Ministry of Education and reorganized the Division of Student Personnel Services into four units: guidance services, student exchange services, physical education and culture and health services.

Current Guidance and Counselling Programmes:
Their Impact and Effectiveness

29. Guidance and counselling in the Liberia School System are provided at the secondary and university levels. Because of the plaucity of trained personnel, the programme is concentrated in a few schools.

The Secondary School Programme

30. (a) The Teacher-Advisor Programme : The perennial problem of trained personnel threatened the effectiveness of the new programme established by Dr. Sophie Mends-Cole Smith from its incipiency. Consequently, she decided that the initial task would be the training of a corps of workers. The local teacher training institutions at the time provided no training in guidance and counselling; only the W.V.S. Tubman Teachers College of the University of Liberia offered an introductory course in guidance to acquaint students with the concept of and need for guidance in the schools.

31. In 1979 Dr. Smith organized a guidance institute in collaboration with the W.V.S. Tubman Teachers College. The purpose of the institute was to train public school teachers in lots of 50 as para-professional guidance counsellors. They were to be equipped in basic guidance and counselling skills, referral information and classroom management. Upon returning to their respective schools, it was envisaged that these trainees would serve in the dual capacity of teachers and advisors. The complete course was offered in three phases of one month each during the long (summer) vacation. In other words, it ran three consecutive years.

32. At the end of the first training session in 1979, out of 50 participants, only 39 were recommended to proceed to the second phase. In 1980 only 27 of the 39 trainees returned for the second session of the course and in 1981 23 received certificates of achievement. Some of the trainees had gone for further studies, others had transferred to administrative positions and still others had left the teaching profession for greener pastures.

33. The second corps of teacher-advisor trainees began the course in 1981 and 1? completed in 1983. Because of financial difficulties to support both the training and supervisory phases of the project, it was suspended in 1983.

34. The Division of Student Personnel Services in the Ministry of Education also became hard hit as a result of the financial crisis. Dr. Sophie Mends-Cole (Smith) Williams and other senior officials who had instituted the programme have all left the Ministry. It has been only in the last few months that an acting director (a new person to the Ministry) was appointed. Consequently, it will take some time before another programme can be planned, justified and, if accepted, organized and implemented.

35. As far as the work of the 35 trained teacher-advisors is concerned, it would appear that direct contact between them and the Ministry of Education became weak, if not broken, after the first group completed the course in 1981. In our attempt to collect information for this paper, it was difficult to ascertain from the current or former staff of the Student Personnel Services Division where these teacher-advisors are, and what they are doing. Hence, a questionaire was sent to their last known addresses. Responses were received from only five of them. Of course, the irregularity of the mail service could be one reason for the few replies.

36. According to responses received, the experiences gained by the teacher-advisors in the guidance programme have been beneficial to them personally because it helped them to regulate their own lives and to handle their teaching duties with better understanding of their students. For example, one reported that because of his upbringing and ethnic background, he initially found it very distasteful to discuss sex problems. But the openness with which such topics were discussed during the training sessions made him more relax and objective in his thinking. Now he is able to help his students who have such problems by discussing freely with them. All of the teacher-advisors indicated that students who have social, emotional and academic problems are generally referred to them. Even disciplinary cases, where

others have failed or seem not to make progress, they are expected to come up with solutions to.

37. Some of the problems identified as common to students, particularly those in the rural areas are: conflict with illiterate relations, superstition, witchcraft, boy/girl relations, educational problems due to the lack of textbooks and other instructional materials, and limited recreational facilities. Teacher-advisors in the urban areas reported that their students had financial and educational problems also, but in addition there were problems of drug addiction, sexual pomiscuity and the influence of certain types of films shown at the cinema or on television.

38. In the performance of his duty, the teacher-advisor reported initial hostility from some colleagues and principals because of the innovative concepts and approaches he introduced. Some of them had difficulty getting the principals to reduce their teaching load so as to permit them to devote time to guidance and counselling services. Principals complained that because of the shortage of staff, they could not reduce the teaching load. Consequently, many of the teacher-advisors said they had to use the school recess time and during after school hours for guidance duties.

39. Follow-up records from the Division of Student Personnel Services in the Ministry of Education show that many of the teacher-advisors appreciated the programme. Their biggest complaint was that it did not provide sufficient career guidance which students and their parents wanted.

40. (b) Guidance in other Schools: Schools in the Monrovia Consolidated School System are the only public schools in which an organized guidance programme is found. At present there is only one trained counsellor in the system; and she is assigned to a junior high school with a student population of over 1,000. Until three years ago, this counsellor, Mrs. Edna Steady, also provided guidance and counselling services in Monrovia College, a mission secondary school. This dual experience enables her to make an objective comparison of students' problems in the public and private sectors.

41. According to several counsellors who have served in the school system, the problems faced by students in Liberia have changed over the years in both nature and priority. About a decade ago students' problems could be basically prioritized as 50 per cent financial, 40 per cent educational and 10 per cent social. Today there seems to be more social problems, many of which have financial implications as well as have influence on the academic performance of students. The rate of teenage pregnancy, drug trafficking and addiction, male and female prostitution and alcoholism has increased.

42. Because the public schools are tuition-free, they cater more to students from the lower-middle and low income families as well as migrants from the rural areas. Consequently, according to some counsellors, the number one problem facing students in the public secondary school today is financial. Many students do not have funds to purchase textbooks, school uniforms nor even to secure a good meal before coming to school. A large percentage of the students in the urban areas live on their own in rented rooms or with non-relations as wards. The latter group generally complain that their domestic responsibilities often leave them little or

no time for study, which account for their academic problems. Many also complain that there is poor rapport with their guardians.

43. Another set of problems identified by public school counsellors is health problems. As indicated earlier, most of these students have to struggle for a livelihood; consequently, many turn to such illegal activities as drug trafficking and prostitution. One counsellor lamented the number of venereal disease cases she had to refer to the hospital for treatment.

44. The private schools are relatively expensive, therefore they tend to draw their student population from the upper and middle socio-economic classes. Students in the lower classes may also attend, however, if they can obtain scholarship support.

45. The types of problems identified by counsellors as prevalent in the private schools, in order of magnitude are: educational, social and financial. Most of these students come from homes where both parents or guardians have jobs which take them away from home for most of the day. Consequently, the children are left without supervision or control. They do not develop proper study habits, which results in their poor academic performance. It is not uncommon to hear radio announcements in recent years of mass demotion in or expulsion from private schools because of poor academic work. Other social problems of youth in an urban society: boy/girl relation, teenage pregnancy, drug abuse, alcoholism, etc., are also evident in the private school, but to a lower degree than they are in the public schools.

The University Guidance and Counselling Programme

46. There are two universities in Liberia: the University of Liberia, which is a state owned and operated institution; and Cuttington University College, a church-related institution. The University of Liberia has an enrollment of about 3,600 and Cuttington University College approximately 1,100 students.

47. Guidance and counselling in the University of Liberia are provided at two levels: (1) by faculty advisors, and (2) by a professional counsellor in the Student Affairs Office. The faculty advisors are responsible for the educational guidance of students while the professional counsellor handles other types of problems, such as personal, social, emotional, financial, etc.

48. Each student who enters the University of Liberia is assigned to a faculty member in the college in which he is registered as his academic advisor. It is the duty of the faculty advisor to help him choose the appropriate courses which will ensure that he meet the requirements for graduation without difficulty. He assists the student adjust his course load to correspond to his capabilities and performance level, or advises him to change a selected area of concentration as early as possible in which he may show definite weakness to another for which there are indications of possible success. In order to provide such specialized guidance, it is expected that academic advisors will know and understand their students very well, and undertake constant assessment of their programme.

49. The purpose of the academic advisement programme is to minimize probation and failure among students which often result in their suspension, expulsion or dropout from school.

50. The Office of Student Affairs of the University of Liberia is responsible for providing financial grants to students in the form of scholarship awards and loans. It also handles student housing, health services, guidance and counselling services: it coordinates the feeding programme and supervises students organizations. The Guidance and Counselling Unit in this office organizes orientation programmes for freshmen and other incoming students and arranges for individual counselling of all students during the course of the school year.

51. At Cuttington University College the system of academic advisement is similar to that at the University of Liberia. There is an Office of Student Services, but unlike that at the University of Liberia, it does not have a guidance and counselling unit. The specific function of the Office of Student Services is to coordinate the extra-curriculum activities of the institution including student organizations.

52. The location of the two institutions of higher learning partly explains the difference in arrangement and emphasis of their guidance and counselling services. The University of Liberia is located in the center of urban Monrovia: thus, while it provides limited dormitory facilities for migrant students, the bulk of its student population are commuters. On the other hand, Cuttington University College is located in the rural areas, hence, more than 90 per cent of its students are boarders. In each of the dormitories at Cuttington there is an adult counsellor assisted by student counsellors. These para-professionals handle the non-academic problems of students and make referrals when necessary. There is a medical center near the College and a priest lives on the campus.

55. There are three factors which determine the nature and contribute to the intensity of student problems at the University of Liberia, compared with those at Cuttington University College:

1. As a state institution, the University draws its student body from a cross section of the population, while Cuttington, as a private and church-related institution, is more selective in its choice of students.

2. Because the University is in the capital city, it is influenced by all the maladies and complexities of urban life - crime, unemployment, the cinema, etc. Cuttington, on the other hand, as a rural-based institution, is partly insulated against these problems.

3. The student fees charged by the University are very low because the government absorbs the greater percentage of the running cost of the institution. Consequently, a large proportion of its student population is from the lower and middle level income families, many of whom are graduates of rural secondary schools. Cuttington, on the other hand, is very expensive and beyond the reach of the average Liberian family.

54. Against this backdrop, the types of problems reflected by students at the University of Liberia are quite similar to those of students in the public secondary schools. The most frequently reported problems are financial in nature, followed by social problems. While the most serious problems of students at Cuttington University College are academic.

55. An interesting aspect of the University of Liberia's guidance and counselling programme is the informal counselling of faculty members. The guidance counsellor indicated that many of her colleagues come to the guidance unit for what they term "a casual chart," but what it very often turns out to be is to discuss their personal problems. Most of the problems, she indicated, are either domestic or financial in nature. Often they are issues she can hardly advise them on, which they know; but it seems they are chiefly interested in having somewone to listen to their complaints, a sympathetic ear.

Out-of-School Guidance Programme

56. In 1972 the Ministry of Labour, Youth and Sports established a vocational training programme for out-of-school youth. There was great concern in the community about the alarming rate of youth unemployment and vagrancy in Monrovia. Consequently, the aim of the programme, which was called "Youth-on-the-Job Training Programme", was to recruit 500 young people annually and place them with industrial establishment for training. The programme started with four trade areas: electricity, carpentry/joinery, mechanics, and misonry/general construction. It was a joint venture in which the business establishments were to provide a minimal monthly stipend of $40.00 to each trainee and afford him the opportunity to learn all phases of the teade. Upon completion of the course, which was of 18 months duration the Ministry of Labour, Youth and Sports was to award the trainee a certificate of achievement. Between 1972 and 1980 a total of 1,221 youth were trained under this programme and about 75 per cent found employment. (Interim Eval. Report, 1981).

57. After the 1980 coup d'tat in Liberia many industrial establishments either closed down or reduced the level of their operation. Consequently, youth access to training through this programme was greatly reduced. The programme is still in operation, but it has been considerably streamlined. Instead of 500 trainees, the target has been reduced to 200 annually. Fewer industries are able or willing to pay the stipends of the trainees or even to take time off from production for training.

58. There is a full-time guidance counsellor attached to the Youth-on-the-Job Training Programme. He is responsible for the orientation of recruits, providing aptitude and achievement tests to determine their capabilities, and helping students with whatever adjustment problems they might have. Originally, the programme was designed to give participants only vocational training; but because it catered to school dropouts as well as school leavers, no level of formal education was imposed as prerequisite for entry. It was soon discovered that many of the applicants had very serious deficiencies in reading and mathematics to benefit from the level of vocational training required by the industries. Consequently, basic instruction in these skills had to be included in the orientation programme.

59. There are several other vocational training programmes in Liberia but this was the only one with an organized guidance and counselling programme and a trained counsellor attached to it identified in the urgent survey undertaken for this report.

Conclusion and Recommendations

60. Although the concept of guidance was introduced into the Liberian Education System nearly three decades ago, it has not yet taken sufficient root to germinate into a viable programme. The paucity of qualified personnel and the limited resource base from which they had to operate have affected the development and implementation of efficiently conceived programmes. On the other hand, the number and complexity of student problems are on the increase and calls for speedy solutions.

61. Despite the urgent need for guidance and counselling in the school system, there are national constraints outside the control of the Ministry of Education which continue to affect the rapidity with which the programme can be revitalized. Significant among such constraints are the budgetary allocation to the education sector and the lack of adequate incentives to attract and retain qualified personnel.

62. Any plan to initiate a national guidance and counselling programme in Liberia in the future will have to lay a solid foundation based on information, training and finance. Towards this end, it is recommended that:

1. The Ministry of Education and the institutions of higher learning include guidance and counselling as part of the curriculum of all teacher training programmes. The aim should be, not only to introduce prospective teachers to the need for guidance, but to train teachers to provide para-professional services to students.

2. An informational strategy for the public should be designed and systematically executed. The information could be provided at two levels: (a) through radio programmes, and (b) by means of conferences, seminars and workshops organized for parents and guardians, principals and other school authorities, and officials of agencies involved with youth.

3. An annual training programme should be held during the long vacation for in-service teachers, similar to the teacher-advisor programme instituted by Dr. Sophie Mends-Cole Smith. The purpose of this programme should be to give teachers already in the classroom basic skills in guidance and counselling which will enable them to help their students.

4. The guidance programme should be developed in stages. At the secondary level career guidance should be given high priority in addition to problem solving, particularly problems in areas identified as most prevalent in the community.

64. Only by means of an all-out, concerted assault, simultaneously launched, can the guidance and counselling programme make a serious impact on the Liberian Society.

Annex A. Enrollment in Liberian Education by Level and Type of School and Sex 1981

Level	Public		Mission		Other*		Total	
	Total	Girls	Total	Girls	Total	Girls	Total	Girls
Pre-primary	60,459	25,978	12,915	5,932	18,020	7,742	91,994	39,652
Elementary	104,229	36,541	26,700	11,776	24,237	8,958	155,166	57,275
Junior High	21,683	5,580	8,803	3,551	3,879	1,282	34,365	10,413
Senior High	13,157	2,869	6,457	2,493	2,629	813	22,243	6,175
Total	199,528	70,968	54,875	23,752	48,765	18,795	303,168	113,515

*Others include Concession Schools

Source: Ministry of Education, Annual Report, 1981

Annex B. Projected Growth of Education Budget 1/ 1980 - 1990 (in $ Million)

	1980/81	1981/82	1982/83	1984	1985	1986	1987	1988	1989	1990
Expenditure	42.5	52.3	55.3	52.5	44.1	45.0	45.9	46.8	47.8	48.7
% of Gov. Budg.	11.9	13.2	15.3	16.8	17.8	17.8	17.8	17.8	17.8	17.9

1/ Liberia's fiscal year begins July 1, thus the first three years indicated are actual expenditure, the others are estimates.

Source: Douglas Windham, "Economic Constraints and Opportunities for change in Liberia's Education and Training Policy," 1984

Annex C. STUDENTS' DESCRIPTION OF THEIR PRIMARY PROBLEM AREAS BY TYPE OF SCHOOL AND SEX

Per Cent of Students (N-893

Areas	Public School	Non-Public School	Male	Female	Total
Finance	34	15	20	13	25
Education	21	21	16	24	21
Career	20	13	19	9	17
Family	7	14	7	14	10
Health	7	5	4	8	6z
Personal	2	11	5	7	6
Religious	2	6	4	4	4
Girl/Boy	2	4	2	4	3
Social	1	3	2	2	2
Political	-	2	1	1	1
Other	4	6	10	14	5

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UNITED NATIONS
ECONOMIC AND SOCIAL COUNCIL

Distr.
GENERAL

E/ECA/AATD/84/7
26 October 1984

Original: ENGLISH

ECONOMIC COMMISSION FOR AFRICA

Fifth Biennial Training Development
Conference of the African Association
for Training and Development

Addis Ababa (Ethiopia), 19-29 November 1984

LC/NAIROB

THE IMPACT AND EFFECTIVENESS OF EXISTING GUIDANCE AND COUNSELLING SERVICES IN TANZANIA

INTRODUCTION

Tanzania, like many other ECA member States, has for quite some time realized the need to develop and utilize its human resources in the best way possible. It has given this important responsibility mainly to three organs of the government - the Ministry of National Education, the Ministry of Labour and Manpower Development and Administration, and the Social Welfare Section of the Prime Minister's Office. Gugu (1981:2) contends that the services "rendered and administered by these establishments are still too patchy, fragmented and uncoordinated, altogether not responding to anything like they needed. In fact, the current career guidance and counselling has not even kept pace with the growing complexities of the transition from school life to adult working life .....".

The bleak picture portrayed here would make one doubt whether Tanzania has realized what careers/educational guidance and counselling really means and entails despite the efforts of the 1979 Addis Ababa Regional Conference on Training Development to which she sent several delegates. The Conference, however, led to the National Training Workshop on Careers/Educational Guidance and Counselling which was organized and run jointly by the Economic Commission for Africa and the Ministry of National Education at Dar-es-Salaam College of National Education from November 30 to December 18, 1981. The Workshop heralded genuine guidance services in Tanzania, at least theoretically. Twenty-five participants who included secondary school careers masters/mistresses, Deans of students from post-secondary school institutions, officials from the Ministry of National Education and the Ministry of Labour and Manpower Development and Administration, an officer from the United Nations High Commission for Refugees, tutors from Dar-es-Salaam College of National Education and a lecturer from the National Social Welfare Training Institute spent three weeks training in how to effectively serve as careers, educational or general guidance counsellors.

During the workshop, the participants realized that there had been some rudiments of guidance services in Tanzania. But, these services were fragmented and scattered here and there in several government ministries and other organization or institutions. They, therefore, felt that there was need for a nationally coordinated machinery to look into the field objectively and finally suggest an administrative and functional structure of a guidance programme for Tanzania. They further recommended, among other things, the following things for immediate implementation:

(i) Organization:

(a) That the Ministry of Manpower Development and Administration be overall coordinator of Guidance and Counselling Services in the country;

(b) That each of the relevant ministries, such as, the Ministry of National Education, the Ministry of Labour and Social Welfare, the Ministry of Information and Culture, and the relevant organizations establish a Unit of Guidance and Counselling;

(c) That the Units be manned by personnel trained in the field of Guidance and Counselling;

(d) That facilities, such as transport, office and stationary be provided by the respective ministries and organizations to enable the Counsellors to perform their duties well.

(ii) Training:

(a) That Guidance and Counselling studies be offered at the University of Dar-es-Salaam, the National Social Welfare Training Institute, and College of National Education which offer Diploma Courses;

(b) That opportunities for training our counsellors abroad in well established departments of Counselling Education be explored and exploited.

(iii) The Ministry of National Education:

(a) Be responsible for the overall organization of Guidance and Counselling in schools, colleges and institutions of higher learning;

(b) Periodically review and evaluate the Guidance and Counselling programme in schools, and institutions of higher learning;

(c) Develop a training programme for the school career guidance masters and mistresses;

(d) Ensure that there are guidance counsellors in all the schools, colleges, and institutions of higher learning;

(e) Make sure that guidance counsellors be assigned only such duties as will enable them to be effective Counsellors;

(f) See to it that the career guidance masters and mistresses receive the necessary information from the Ministry of Manpower Development and Administration regarding employment opportunities.

(iv) The Guidance and Counselling Unit in the Ministry of Labour and Social Welfare addresses itself to the following issues:

(a) The youth's problems of social and psychological adjustment.

(b) The cultural aspects of the community.

(c) The youth's problems of unemployment.

When closing the workshop, Siwale (1981) observed "This workshop is very important and very timely because of the significance the Ministry of National Education is now attaching to the work of careers masters and Deans of Students in our educational institutions .... It is the intention of my Ministry to organize similar workshops in future so that eventually all Careers Masters/Mistresses and Deans of Students will have the opportunity of receiving such training..... I have received your recommendations and have noted that you have done a good job of identifying the problem areas which need the attention of this Ministry. The Ministry of Manpower Development and Administration and the Ministry of Labour and Social Welfare have their part to play in the recommendations. I will consult my colleagues so that these recommendations receive the due attention and quick action they deserve".

With the background portrayed in the introduction above in mind, the current study's objective was to review and evaluate the status and effectiveness of the existing guidance and counselling programmes and services in Tanzania at national level, with emphasis on policies, administrative arrangements, coordination of activities among Ministries concerned, and to determine the extent to which guidance and counselling has been integrated in the education, training and employment services.

METHOD

The present study investigated the impact and effectiveness of the existing guidance and counselling services in Tanzania. The research was tackled under six specific variables: policies pertinent to guidance and counselling at national level; relevant administrative arrangements for guidance and counselling; coordination of guidance and counselling activities among government ministries; integration of guidance and counselling in training programmes; and integration of guidance and counselling in the employment services.

The study embraced the Ministry of Labour and Manpower Development and Administration, the Ministry of Education, all professional and other organizations that are involved in guidance and counselling services in Dar-es-Salaam, and the National Examinations Council. Out of this target population, a purposefully sampled group of individuals participated in the study. The group included an official from the Directorate of Manpower Training and Recruitment of the Ministry of Labour and Manpower Development and Administration; an official from the Directorate of Teacher Education in the Ministry of Education; an official from the Directorate of Secondary Education in the Ministry of Education; an official from the Directorate of Higher Education in the Ministry of Education; an official from the Tanzania Employers Association; an official from the Responsible Parenthood Education; a tutor at Dar-es-Salaam Teacher Training College; a teacher at Jangwani Secondary School, Dar-es-Salaam; and an official from the Department of Students Administration, University of Dar-es-Salaam.

The data were collected using three relevant interview schedules (see appendices A, B and C) and through a review of pertinent documents obtained from the participating government ministries, participating institutions and participating organizations. The information collected was compiled and finally analyzed to obtain the major ideas and opinions of the participants regarding the impact and effectiveness of the existing guidance and counselling services in Tanzania. The data, where appropriate, were presented as simple percentages of the number of participants who responded to each appropriate item on the questionnaires. The researcher felt that 50% and above affirmative or negative responses were substantial enough to render the respective service(s) effective or ineffective, etc.

DISCUSSION

It has been hinted that the present study was tackled following six diverse variables. The findings of the study are discussed according to the variables used.

Policies pertinent to guidance and counselling at national level. Interviews and documentary reviews showed clearly that integrated planning and policy guidelines on guidance and counselling services were grossly lacking at national level in Tanzania (Table 1). There were some endeavours by the Ministry of Education to institutionalize the services in the educational system. But, as the following discussion shows, these efforts have not born the required fruits.

Generally, the Ministry of Education entrusts the guidance and counselling responsibilities into the teacher's hands. Teachers are expected to be exemplars to be imitated and emulated by students. In their execution of duty, teachers are expected to create tension-free classroom atmospheres. This is therapeutic. They are also expected to meet their students' counselling needs through "surface" counselling, that is, being good and sympathetic listerners to students' problems, referring students with problems to appropriate helpers in and around their schools, and showing concern about students social welfare. The bulk of students' emotional, social, educational and vocational needs, however, normally go unattended to by the ordinary classroom teachers.

The Ministry of Education has endeavoured to counter this at secondary school level by using Careers Masters/Mistresses. The heads of schools handpick these personnel mainly to handle students' career choices and preparation for the careers chosen. At Ministerial level, the careers masters and mistresses are supposed to carry out six specific functions:

(i) to advise heads of secondary schools concerning job selection and selection for further education or training;

(ii) to collect information on job opportunities available in the country for secondary school graduates;

(iii) to disseminate career information to students;

(iv) to help students understand and develop incerest in appropriate jobs or further training,

(v) to assess the students' talents and capabilities and to encourage them to pursue careers or further education best societed to them;

(vi) to help students solve their personal problems which may affect their general progress in education (Siwale, 1981).

A closer look at these functions shows clearly that the personnel entrusted with the execution of these functions should be well versed in appropriate current job opportunities, course offerings at secondary schools and post-secondary school institutions, and in the field of guidance and counselling. Besides, they should have the time and resources to do a good job as counsellors. Evidence, however, showed that this was not the case. Partly by reason of making these services a mere adjunct to their teaching duties and partly because of sheer lack of expertise, these personnel do not do a good job. In fact, they often depend entirely on the booklets "Public Sector Career Pamphlets" which are compiled and distributed to secondary schools by the Ministry of Labour and Manpower Development and Administration in collaboration with the Ministry of Education. The booklets have information pertaining to pre-service courses and direct employment opportunities in the public sector and what is needed to get these opportunities. But, methods of "coaching"

Table 1: Responses to Questionnaire 'A'.

Respondents	RESPONSES																									
	Q 1(a)		Q 1(b)		Q 1(c)		Q 1(d)		Q 2		Q 4		Q 6		Q 7		Q 9(a)		Q 9(b)		Q 9(c)		Q10(a)		Q10(b)	
	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No
1. Manpower Official	✓		✓		✓		✓			✓	✓			✓		✓	✓				✓		✓			✓
2. Teacher Education Officer	✓		✓		✓		✓			✓		✓		✓		✓		✓		✓	✓			✓		✓
3. Secondary Education Officer	✓		✓		✓		✓			✓	✓			✓	✓			✓	✓		✓			✓		✓
4. Higher Education Officer	✓		✓		✓		✓			✓		✓		✓		✓		✓			✓			✓		✓
5. Teachers College Tutor	✓		✓		✓		✓		✓			✓		✓		✓		✓		✓	✓			✓		✓
6. Secondary School Teacher	✓		✓		✓		✓		✓			✓		✓		✓	✓		✓		✓			✓		✓
7. University Official	✓		✓		✓		✓		✓			✓		✓		✓		✓			✓			✓		✓
TOTALS	7/100%	0/0	7/100%	0/0	7/100%	0/0	7/100%	0/0	3/42.9%	4/57.1%	2/28.6%	5/71.4%	0/0	7/100%	1/14.3%	6/85.7%	2/28.6%	5/71.4%	2/28.6%	2/28.6%	7/100%	0/0	1/14.3%		0/0	7/100%

students in how to make their choices intelligently are missing. The booklets do not cover information on career opportunities in the fast growing private sector - an ommission that is regretable. In fact, there should be another source of career information compiled by the Ministry of Labour and Manpower Development and Administration in collaboration with the Tanzania Employers Association. Another sad thing revealed by the study is that secondary school students' choices for further education, training or direct employment are hardly fulfilled following stulents' abilities, aptitudes and interests. As for personal counselling, the careers masters and mistresses are grossly ill-trained to attempt it hopefully.

Career counselling for holders of diplomas and university degrees, according to documentary evidence, is done by personnel from the Ministry of Labour and Manpower Development and Administration. The procedure followed is for the Ministry to annually gather manpower requirements by potential employers in the public sector and in parastatal organizations; to summarize and compile the indented manpower requirements in a form of handouts which are finally made available to final year students at their respective institutions, normally three months before students sit for their final examinations; to require the finalists to study the job openings available and indicate their choices; and officers from the Ministry to finally visit the students in their respective institutions normally for just over half a working day to interview students, explaining and amplifying job opportunities chosen by students. Gugu (1981) asserts that these officers are not only allocated insufficient time to carry out the exercise but also they themselves are basically untrained for the job which entails more than gathering and disseminating information about jobs, and explaining or amplifying job openings available. This view-point was replicated by the current study. The study proved further that the officers sent out by the Ministry are normally unfamiliar with their interviewees' academic abilities, attitudes, interests and even achievements which are necessary for effective occupational guidance and counselling.

Personal counselling in post-secondary institutions is done by Deans of students, most of whom are appointed by the heads of institutions regardless of their competence in the arduous but very important job. Of course, these are teachers who might have enjoyed to act in loco-parentis as teachers. But, students in these institutions are supposedly more mature than secondary school students and they, therefore, would like to be treated as adults.

Deans of students are generally appointed to handle students' problems. This historical identification of the Dean of Students' position as the administrative control agent of the Head ofthe institution is unfortunate. It perpetuates the practice of combining the counsellor-disciplinarian role in the Dean of Students. The practice creates role ambiguities, breeds mistrust among students and staff, hinders effective communication between students and the Dean of Students, and affects the counselling role of the Dean of Students very adversely. It should be noted also that evidence showed that almost all Deans of Students in Tanzania are ill-trained, indeed, untrained in student Personnel Services, the most important part of which is Guidance and Counselling.

Appraisal/Testing for Guidance and counselling is hardly extent at both school and post-school levels (see Table 2). This tallies with Idama's (1981:9)

observation that selection of students for further education and for taking up various jobs in Tanzania is wholly based on achievement tests. He observes, "Aptitude/ability tests are used in very few institutions and only for a limited range of uses. Intelligence and personality tests are hardly part of the arsenal in our institutions' educational/training and testing undertakings". In fact, the only widely used Aptitude Tests are the notorious one used by the University of Dar-es-Salaam to screen candidates who apply for University admission through the Mature Age Entrance Scheme, and the one used by the Institute of Adult Education to assess applicants for the Diploma in Adult Education at the institution.

Table 2: Responses to Questionnaire 'B'.

	Responses	
	Yes	No
2. In Tanzania is the stance of the following tests good?		
(a) Aptitude Tests		✓
(b) Intelligence Tests		✓
(c) Interest Inventories		✓
(d) Personality Inventories		✓
3. Are you planning in the near future to develop those tests/ inventories in question 2 above which are not yet developed?		✓
5. Do you find the current testing system adequate for:		
(a) Individual appraisal in schools?		✓
(b) Personnel selection and recruitment?		✓
(c) Selection of students for further education or training?		✓
6. Is it advisable to adapt psychological tests developed in Western countries to the Tanzanian situation?		✓

It is true that the numbers and diversity of educational/training/occupational opportunities in Tanzania are on the increase, giving rise to the need to assess students' abilities, interests and aptitudes efficiently for effective placement in these areas. Falling back on achievement testing and to, by and large, the subjective non-testing appraisal methods (as they are used in Tanzania) is inadequate for meaningful career/educational guidance and counselling. The need

for psychological testing is rife in Tanzania. Yet, as table 2 shows, there are no visible and convincing signs into this direction. It seems the absence of psychological testing in this country stems from two fronts. First, the policy makers have not seen the tests' worthiness in the process of education and training. The absence of a meaningful guidance and counselling programme in the country's educational system has, in actual fact, aggravated their ambivalence about psychological testing. Secondly, there is the problem of trained personnel in this area. There are hardly any persons with a firm grounding in psychological testing in Tanzania. Such persons would be conversant with the construction, the administration, and the interpretation of the tests and test results.

The Social Welfare section of the Ministry of Labour and Manpower Development and Administration uses social workers to counsel families or individuals with social problems. The Ministry as a whole endeavours to disseminate information about job openings available to job seekers. Besides, it promotes the induction process, that is, introducing and familiarizing new employees to work ethics and procedures pertaining to their new work places. Evidence indicates clearly that in this country formalized induction was more effective than informal induction. Informal induction is normally done on the job by job supervisors or functional managers. Formalized induction is normally included in the training programmes, for example, in the fields of teaching, nursing, medicine and law. Here pre-service students are despatched to various work places to practise their skills in their respective fields, under supervision, for specified periods of time. Graduate physicians and lawyers extend this induction process into post-training internships that normally last one calendar year. Apart from such professions, induction is informal and the effectiveness of such practice depends on job supervisors, etc.

Interviews and documentary evidence showed very clearly that this Ministry is lagging farther behind the Ministry of Education in endeavours to institutionalize occupational/training guidance and counselling. Lack of any planning and definitive policy on this crucial field is very vivid. And, as it has been observed, the Ministry of Education's endeavour in institutionalizing educational/training guidance and counselling still leaves much to be desired.

Relevant administrative arrangements for guidance and counselling. When asked whether there was a special unit in their respective ministries or institutions which co-ordinates guidance and counselling activities, 57.2 per cent of the ministries and affiliated institutions, (Table 1) answered in the negative. Those participants who replied affirmatively were from areas which had at least a humble office that mainly dealt with either clerical activities pertinent to students' selection of educational or occupational pursuits beyond secondary school simple students' welfare matters, or which disseminated information on employment opportunities for job seekers. This indicated that what the December 1981 Training Workshop on Careers/Educational Guidance and Counselling had strongly recommended as a possible and effective administrative structure, the structure which was highly endorsed by the then Minister for Education, has not been implemented hitherto. It is also interesting to note that 100 per cent of the participating professional and other organizations replied that they had no such co-ordinating units in their respective places of work (Table 3). As such, they had no machinery of co-ordinating their activities with those of similar units in Ministries and other organizations.

In summary, there are hardly any relevant administrative arrangements for guidance and counselling at national level in Tanzania. Those available in some Ministries and organizations are more clerical than of a guidance and counselling nature.

Co-ordination of guidance and counselling among government Ministries. Two Ministries only - Labour and Manpower Development and Administration, and Education - have some inter-ministerial co-ordination. The Directorate of Manpower Training and Recruitment of the Ministry of Labour and Manpower Development and Administration co-ordinates its activities with the Directorates of Secondary Education, Teacher Education and Higher Education in terms of selection for further education or training, and allocation of relevant manpower. But, such activities are typically clerical and devoid of guidance and counselling elements. No other inter-ministerial or inter-organizational co-ordination of guidance and counselling activities exist.

Integration of guidance and counselling in education. As was seen in the discussion on policies, the desire to integrate guidance and counselling in education is rife. But, the implementation has been slow and rather uncertain. There was 100 per cent agreement by all participants from the government ministries and institutions that guidance and counselling should be an integral part of the educational system in Tanzania. This tallies with Siwale's (1981) observations referred to before. It was revealed that the fervour from the former Minister for Education waned as soon as she left the Ministry. Her right-hand person, the former Commissioner for Education was also an enthusiast of guidance and counselling in schools. With his departure from the Ministry of Education, the stance of guidance and counselling in schools has been eroded further. It is obvious that without leadership that is committed to integrating guidance and counselling services in the country's educational system, the task may take long to be accomplished.

Integration of guidance and counselling in training programmes. As it was observed in the introduction to this study, the former Minister for Education had promised to organize workshops similar to the 1981 ECA/Tanzania Training Workshop so that careers masters, careers mistresses and Deans of students would have the required training for their duties. A National Guidance Committee was formed to monitor the progress of the moves embodied in the Minister's closing speech. The zealous Committee began thinking of mounting similar training workshops in the seven educational zones of Mainland Tanzania during the 1982/83 fiscal year. It pushed for the implementation of the participants' recommendations on training. It monitored the provision of funds for guidance activities during the fiscal year 1982/83. But the dividends of the Committee's efforts were apparently minimal. The Ministry of Education did not budget for the guidance services. Apart from a one-week intensive guidance workshop for tutors from Teacher Training Colleges and school inspectors that was organized by the Institute of Education at Patandi, Arusha in June 1982 and the formal establishment of the Occupational and Educational Guidance and Counselling course for final year teacher undergraduates at the University of Dar-es-Salaam during the 1982/83 academic year, nothing else worth noting has been done by the government and parastatals in the area of training.

A private organization called EMAU (Elimu ya Malezi ya Ujana or Responsible Parenthood Education), however, has been very active in training personnel for guidance and counselling in secondary schools, Teacher Training Colleges and

Church Youth Organizations. Since 1982, EMAU has organized three such training workshops. The researcher participated in all of them. The first, which drew participants mainly from Dar-es-Salaam region, lasted for three weeks in October 1982. The second lasted for two weeks during August 1983 and it drew participants from Dar-es-Salaam and surrounding regions. The last one was conducted in September 1984 and lasted for two weeks too. The dividends from the workshops were great. The Ministry of Education, especially the Directorate of Secondary Education co-operated very efficiently in appointing teachers, most of them career masters and mistresses, to participate in these workshops. But, taken generally, professional and other organizations concerned with guidance and counselling in Tanzania see the stance of these services as still very shaky (Table 3).

Integrating guidance and counselling in employment services. Apart from the induction practices and the dissemination of information on employment opportunities, there is very little which has been done in this area. It seems the myth of planned manpower has inhibited progress here. Authorities may hold the belief that all graduates have to take up whatever jobs are specifically allotted to them regardless of the graduates' personal inclinations and likings.

The findings of this study showed that, by and large, existing guidance and counselling services in Tanzania do not even merit the name. They have had very little impact on the educational social and employment set-ups of the country. The bleak picture portrayed by these findings may be attributed to four major problems: Apathy of policy and decision-makers regarding the vovel field of guidance and counselling, the myth of planned manpower, lack of trained personnel to provide effective guidance and counselling services, and the deep-rooted traditional advisement. Regarding this last problem, authorities believe the advisement is all that is needed. Young people as well as all others in need have to take advice from the sages and other authorities regarding educational, occupational and social problems. These sages and authorities contend that advice worked for them and, therefore, should work for Tanzania's school or college graduates of modern times.

The researcher's experience in Eastern and Southern African countries as regards guidance and counselling makes him conclude that Mauritius, Kenya, Swaziland, Zimbabwe, Malawi and Botswana do not differ very markedly from Tanzania.

In practically all of these countries the guidance and counselling services are quite young and struggling to grow. Mauritius, according to Sakir (1981) set up her Youth Guidance Service in April 1973 under the aegis of the Ministry of Employment. The services concentrated its energies on Careers Guidance only. When Saccaram (1981) was opening the National Workshop on Educational and Vocational Guidance and Counselling Services, jointly organized and run by the Mauritian Ministry of Employment and the United Nations Economic Commission for Africa in Mauritius, he remarked that this country was still "giving earnest thoughts as to the ways and means of spreading the benefit of Careers Guidance to a wider public and in particular to the rural areas. The new strategy outlined by ECA has come in handy ....". The participants in the workshop echoed this remark and went on to suggest that the "Youth Guidance Service be re-organized and converted into a 'National Guidance Service' under the Ministry for Employment". The duty of the National Guidance Service would be to expand the services so that they may reach students at all levels, school leavers, job seekers,

Table 3: Responses to Questionnaire 'C'.

Respondents	RESPONSES											
	Q 1		Q 4		Q 5		Q 7		Q 8(a)		Q 8(b)	
	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No
1. Employers' Association		✓		✓		✓	✓			✓		✓
2. Responsible Parenthood		✓	✓			✓		✓		✓		✓
Totals	0 / 0	2 / 100%	1 / 50%	1 / 50%		2 / 100%	1 / 50%	1 / 50%	0 / 0	2 / 100%		2 / 100%

employees, and other citizens who may need such services all over Mauritius - especially in rural areas. The researcher has not been priviledged with a follow-up study or workshop to ascertain the implementation of these recommendations. But, he would not be surprised to find a situation similar to Tanzania.

In Kenya, the National Development Plan for 1974-1978 contained a clause emphasizing the expansion of the Guidance Department at the Ministry of Education. The report of the National Committee on Educational Objectives and Policies which the government of Kenya received in December 1976 stipulated that most of the high schools in Kenya had already appointed part-time counsellors/career masters who were "responsible for seeing that guidance information is provided to all students, staff and parents" (Hassan, 1978:6). Apparently these are the personnel who attended the National Training Workshop on Careers/Educational Guidance and Counselling that was organized and run jointly by ECA and the Kenyan Ministry of Education at Mombasa, Kenya in April 1981. It is hoped that these personnel had gone through Nairobi University or Kenyatta University College where, according to Hassan (1978:6), "Guidance is being taught as part of some courses in educational psychology, both at the degree and diploma level". But, this researcher's first-hand experience with the workshop participants convinced him that practically all of them were pathetic novices in the field of counselling and guidance. The stance of the guidance services both at the national level and school level was at that time still very shaky and needed reorganization and strengthening. Participants' recommendations spoke for this in no uncertain terms. The researcher's casual visit at the Ministry's Guidance Department late in 1983 made him learn that the needs were still pending until the new reorganization of the Ministry of Education is completed.

The situation in Malawi and the three Southern African countries - Swaziland, Zimbabwe and Botswana - the researcher had the privilege of visiting and participating in their National Training Workshops in Careers/Educational Guidance and Counselling as ECA's consultant between January and December 1982 is not that much brighter. In Malawi, Kachalenga (1982) notes that the country's vocational guidance programme started humbly in 1971 and is basically geared to catering to secondary school students. The post of vocational Guidance Officer was established in the Ministry of Education and Culture in 1974 first to establish and maintain contacts with secondary schools, employers and Malawi Correspondence College Centres and secondly, to secure and disseminate career information to its consumers. Indeed, this pre-occupation with careers guidance was very vivid during the Training Workshop. But, how the service was rendered left much to be desired. The careers masters had hardly any training and expertise in the area of Careers Guidance and Counselling. Their end-of-workshop recommendations revealed how deficient the service had been, with a corollary that it had not made much impact on the target group(s).

When opening the Swaziland National Training Workshop on Career Guidance and Occupational Testing in January 1982, the Director of Personnel Management, Department of National Employment Service remarked, "The ideas of Career Guidance and Occupational Testing are almost new to our country". In fact, the Career Guidance Unit in the Department of National Employment Service was established in 1976 and concerns itself with guidance, measurement and testing, and placement. The Measurement and Testing function has made remarkable in-roads but the rest of the services have made but minimal impact on the intended consumers, mainly Forms IV and V students. Lack of trained personnel and emphasis on careers only are deficiencies which, if not attended to, will continue to weaken the guidance endeavour in Swaziland. Botswana's situation is quite similar to that of Swaziland.

Of all the African countries the researcher has visited and observed, Zimbabwe is the most advanced country in the field of guidance and counselling. This is historical. The White Minority rule of the then Rhodesia had so much contact with and influence from South Africa where guidance and counselling is well established and advanced. But, even here, lack of trained personnel and resources, lack of co-ordination or integration between government ministries and organizations concerned with guidance, and a dichotomy between the well established "Education for Living" and guidance served but to tarnish the impact of guidance and counselling on the nation.

The researcher's general conclusion is that in all countries dealt with, the spirit to plan and use guidance and counselling services in effective development and utilization of their respective human resources is rampant and very strong. But, the implementation of such envisaged plans is pathetically lukewarm. Enlightened impetus from above is desperately needed.

ACKNOWLEDGEMENTS

The researcher wishes to express his gratitude to the United Nations Economic Commission for Africa for appointing him to conduct the study. He hopes for such continued cooperation in the endeavour to promote guidance and counselling services in ECA member States.

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APPENDIX 'A'

Interview Schedule for Government Ministries and Their Subsidiaries

1. Do you regard guidance and counselling as an integral part of:

   (a) the educational system in Tanzania?

   (b) the employment services in terms of initial placement and subsequent choice of careers?

   (c) the community/social services in terms of preparing individuals to become productive members of the community?

   (d) the rehabilitation process in special institutions and centres, such as approved schools, schools for the handicapped, prisons and the like?

2. Do you have a special unit in your Ministry which co-ordinates guidance and counselling activities?

3. If you answered 'Yes' in question 2, (b) is there a machinery of co-ordinating your unit's activities with that of similar units in other Ministries? (a) What are the functions of the Unit?

4. Is there a machinery which links your Ministry with training institutions, professional organization or agencies, and individuals in respect of guidance and counselling activities?

5. What requirements do you demand when recruiting staff both for your Ministerial Unit and those in the field, such as, careers masters, guidance teachers, and social workers?

6. Do you feel that your Ministry has qualified staff to manage the guidance and counselling activities at the Ministerial Unit and in the field?

7. Do your staff at the Ministerial Unit consult with those in the field?

8. If you answered 'Yes' in question 7, what are the common areas in which consultations are made?

9. Does a system of data and information gathering, storage and dissemination for guidance and counselling exist:

   (a) at your ministerial unit?

   (b) in schools?

   (c) in the employment services?

10. In your opinion, is formal guidance and counselling in Tanzania (a) available in schools, community/social welfare service and employment services? (b) adequate?

Thank you for your co-operation!

APPENDIX 'B'

Interview Schedule for the National Examination Council

1. What examinations/tests do you develop?

2. In Tanzania, is the stance of the following tests good?

   (a) Aptitude Tests?

   (b) Intelligence Tests?

   (c) Interest Inventories?

   (c) Personality Inventories?

3. Are you planning in the near future to develop those tests/inventories in question two above which are not yet developed?

4. What constraints do you envisage in the exercise to develop the tests?

5. Do you find the current testing system as adequate for:

   (a) Individual appraisal in schools?

   (b) Personnel selection and recruitment?

   (c) Selection of students for further education or training?

6. Is it advisable to adapt Western psychological tests to the Tanzanian situation?

7. What non-testing measurement tools do you recommend for schools in the absence of testing tools?

Thank you for your co-operation!

APPENDIX 'C'

Interview Schedule for Professional and Other Organizations

1. Do you have a special Unit in your organization which co-ordinates guidance and counselling activities?

2. What are the functions of your Unit?

3. How do you co-ordinate your Unit's activities with those of similar Units in diverse government Ministries?

4. Is there a machinery which links your Organization with training institutions, other organizations or agencies, and professional individuals in respect of guidance and counselling activities?

5. Do you feel that your organization has enough qualified staff to carry out the guidance and counselling activities effectively?

6. What are the common counselling problems with which your Unit deals?

7. Does a system of data and information gathering, storage, and dissemination for guidance and counselling exist at your Unit?

8. In your opinion, is formal guidance and counselling in Tanzania:

   (a) Available in schools, community/social services and employment?

   (b) Adequate?

Thank you for your co-operation!

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Distr.
GENERAL

E/ECA/AATD/84/8
October 1984

Original: ENGLISH

UNITED NATIONS

ECONOMIC AND SOCIAL COUNCIL

ECONOMIC COMMISSION FOR AFRICA

Fifth Biennial Training Development Conference of
the African Association for Training and Development

Addis Ababa (Ethiopia) 19-29 November 1984

LC/NAIROB

NON-FORMAL EDUCATION AND DEVELOPMENT: BASIC ISSUES FOR CONSIDERATION

Non-Formal Education and Development: Basic issues for consideration

I. Introduction

One of the tasks of the Fifth Biennial Training Development Conference of the African Association for Training and Development would be to review the role of non-formal education in extending knowledge, skills and information, appropriate technology and educational opportunities to the rural enterpreneurs, traditional craftsmen, out-of-school youth and peasants, and thus enabling them to refine their skills and knowledge for increased productivity.

The conference would look at non-formal education as part of the widespread search for alternatives in educational experience because of the failure of formal education to respond to development problems. These problems emanate from gaps, discrepancies and disparities caused by some of the following factors:

(a) the rapid population growth accompanied by the quest for more educational opportunities which have not kept pace with the provision of educational opportunity infra-structure - i.e. classrooms, teachers, instructional materials etc.

(b) the disparity of educational facilities and opportunities between the rural and urban areas which has resulted into rural-to-urban drift for better opportunities and social services;

(c) the failure of the formal system to equip its outputs with better knowledge, relevant skills and right attitudes for productive work or self employment. The system continues to educate for both richness and poverty, in as far as some of its output get good salaried jobs and others pace between bare subsistence and poverty.

(d) the high rates of illiteracy and the low levels of skills available for socio-economic development. Illiteracy has proved to be a serious impediment to rural development in the region; and in this regard formal education has failed to be the key to the modernization and ruralization process as was hoped at the time of independence.

(e) the different meanings and notions attached to the various firms of non-formal education processes.

(f) the lack of structural linkage between rural users and urban centres of knowledge and information organization for the enhancement of integrated rural development. To this must be added the lack of effective relationship between non-formal and formal education and their effective integration within the overall national development system.

(g) the need for opportunity to work while they learn or learn while they work and raising their families.

It may therefore be argued that arising out of the shortcomings of formal education and in general of schooling, came the search for alternatives, complements and supplements to formal education. This search led to the birth of the non-formal education concept (though the practice as distract from the idea is not a recent phenomenon) which is part of a widespread quest for alternatives in education to suit the changing conceptions of development. This paper therefore addresses itself to the concept of non-formal education as a recent phenomenon the relationships between non-formal education and development; the need for non-formal education and finally what measures and strategies through a systems approach ought to be considered in developing non-formal education for overall national development.

II. The concept of Non-Formal Education

Research appears to have abandoned the search for a general definition of non-formal education. Efforts have focused on its definition as a contextual or functional issue by identifying certain characteristics as being applicable to the NFE concept or by pin pointing issues that separate formal from non-formal education. In spite of all this, attempts have been made to define non-formal education as "a form of administration and programme provision (by government or non-governmental bodies) which takes place outside the formal education system"[1/] This view is more difficult to subscribe to when the Ministry of Education runs non-formal education through the same bureaucratic procedure and governmental structures. At the same time non-formal education could be looked at as a process which also adopts the rigid set forms of relationships of traditional schooling with regimented curricular, classroom, teacher or facilitator, descipline and syllabii, but unlike formal education, it is more flexible and diverse, being adapted to the particular needs of its clients or learners and their uni circumstances. Looked at it in this way, it can be agreed that much of what goes on is not like this but some form of elementary schooling in the methods and approaches used.

Non-formal education can be negatively defined as "all education that does not take place in schools, that is, the out-of-school education.[2/]" But among the many variants of out-of-school learning such as adult education, literacy programmes, correspondence education, distance teaching, community programmes, continuing education, extension and extra-mural studies, and extension work/ services, which ones of these should be regarded as most the non-formal form of education? This definition however, like the previous ones offered above, should be regarded as a contextual or functional issue by looking at characteristics that distinguish formal from non-formal education. Such contextual characteristics entail for instance:

(i) administrative affiliation in which case the distinction is based on sponsorship or government affiliation; whether one is run by government agency or privately sponsored. Often therefore concern is voiced over schoolish activities which are sponsored by non-school or non-education agencies.

1/ Duke Chris - in Adult Education and Development, German Adult Education Association, Bonn, FRG Issue No. 19 Sept. 1982 p.73.

2/ Grandstaff Marion: Programme of studies in non-formal education, Michigan State University, East Lansing, Michigan 1974.

In considering administrative affiliation, non-formal education consists of all those activities not discharged by the formally designated educational agencies: or all those deliberate educational activities not conducted in the school system. In this regard, the out-of-school educational activities that closely resemble school activities constitute non-formal education such non-formal education activities may be informal or incidental.

(ii) A distinction may also be based on pedagogical style or approaches as to whether they are rigid, formal, teacher or pupil centred or on the adherence to certain established standards.

(iii) thirdly the distinction can be made on the clients of non-formal education, who are mostly the deprived rural population, school drop-outs, out-of-school youth, illiterates, school leavers yearning for a second education chance etc as opposed to formal school age population. In response to the clients, and its clientelle, the functions of the school appear clear, whereas that of non-formal education do not seem clear-cut in as far as NFE activities must be outside the recurrent central core of the schooling functions

(iv) finally, a distinction can be made based on the reward systems of formal and non-formal education. Whereas the rewards of the formal education system are general, they are more lucrative than those of non-formal education which although specific and contingent upon what is learnt, have less attractive benefits to many of its clients.

The concept of non-formal education can still be extended further for some people, it is primarily a way of extending the influence of the basic schooling systems in extension and field-based training, in-service and continuing education, as well as the uses of mass media for extending the influence and value of the structures of formal education. To people nourishing this concept interest in NFE is promising because it may represent a new emphasis on the value of education for the wider sets of people. For other people, interest in non-formal education is something else: a demand for alternatives for formal schooling so as to be able to do something worth while for those whose educational needs are not now being met. This position arises from the conviction that new ways are demanded so as to meet the needs of those who are unable to bend themselves into schooling establishment eg. out-of-school youth. Non-formal education therefore is more than new delivery systems. It is the restructuring of goals and even the underlying assumptions about what constitutes worth while content in education[1/].

Indeed non-formal education should not just be thought of as adult or out-of-school education confined to literacy or university extra mural studies, but it should include programmes in farmer training, all educative services to rural adult and youth producers, school age drop outs, left-outs of the formal system, illiterates and all those in need of second chance education.

1/ Ward Ted & Herzog William Jr.: Programme in Non Formal Education, Michigan State University, East Lansing, Michigan, 1977. p.4.

Whatever concept of non-formal education we may have, it is possible to identify three possible modes of non-formal education:

(a) education provided to youths and adults outside the formal system which does not lead to any value added paper qualification but provides the client with functional knowledge and skills for productive work;

(b) education for youths and adults outside the formal system leading to qualifications. This being deliberately provided as an alternative for them and as a form of second chance education intended to have the same results in both paper qualifications and the attendant renumerations as formal education;

(c) deliberate provision of education for both the youth and adults within the formal system to enhance their educational attainment.

The first two are the most common forms of non-formal education and it is with this in mind that we examine in the next section the relationship between non-formal education and development.

III. Non-formal Education and Development

In an earlier section of this paper, it has been pointed out that the concept of non-formal education as distinct from its practice is a recent phenomenon because there has always been some non-formal education of one kind or another from times past. But the concept and its practice have acquired greater significance in recent years because of the growing disatisfaction with the effects of formal education in relation to development goals, and secondly arising out of the fundamental changes in the definition of the "concept of development" itself which now incorporates ideas such as people or human beings, employment, environment, social equity, participation, privileges, basic needs satisfaction, growth etc. therefore one way of looking at non-formal education is to relate it to the concept of development, or to relate it to the major reconstruction of the concept of development now being propagated by international assistance agencies/organizations, receipients and that portion of the academic community concerned with the problems of development.

Indeed non-formal education idea as part of a widespread search for alternatives in education might acquire greater focus from a consideration of what development means. Looked at it in this way, NFE would assumes clarity and usefulness to the extent that is informed by an understanding of that toward which it is an instrumentality i.e. development itself.

Formal education has not proved to be neither the elixir fo curing development ills nor the key to modernization and development as was once hoped specially at the time of independence. In fact it has reached a point in many developing countries where it is making a negative contribution to development. Unemployment does not necessarily decrease with an increase in the level of education; nor does productivity increase with an increase in the number of educated people. In many developing countries, illiterates (the backborne of their agricultural economy) are employed as producers of food. Indeed formal education rather than being a general force for equality tends to increase income inequalities.

Non-formal education is being considered as an alternative because it is more responsive, tailor made and relevant to the needs of developing societies in rural areas. It focuses on teaching people to improve their basic level of subsistence and their standards of health and nutrition. In this way, it is more immediately productive and application oriented as learners acquire knowledge and skills for their immediate use thereby avoiding the long gestation period which often exists between formal education and productive employment. Since non-formal education usually requires the participation of its recipients in determining the nature and content of the educational programmes by focusing on their needs and priorities it therefore tends to be part of life, integrated with life and inseparable from it. This is not so because it deals with the execusion of agricultural, health, nutrition, literacy or mechanical skills, but because it tends to relate all these to the total life a man is living to the man he is and to the man he will become.

Through non-formal education a person does not just learn how to grow beans or peas, but learns also the effects of nutrition, not just the users of fertilizers but the benefits as well. It is therefore more of a force designed to change society and make it move towards self reliance and self sustaining, be able to control and induce change and able to contend with the momentum generated by change. It must be emphasized that NFE can do this in so far as it answers to the aspirations and needs of its clients; and is relevant to national goods. A mere change of emphasis from formal to non-formal education does not necessarily make the latter a more effective instrument for development.

Once again it must be pointed out that an emphasis on non-formal education does not entail a rejection of formal schooling which has been a very useful tool for certain purposes and will continue to be so. The major factor for us to turn to non-formal modes of education is a search for ways to do things that formal schooling has demonstrated its inability and incapability of doing; or things that can be done more effectively in the area of non-formal education rather than in formal schools. What is more pressing for us is the need to find means for effective learning which can be made available to more people at bearable costs. This, however, does not entail advocacy of non-formal education at the expense of abandoning formal schooling.

IV. The need for Non-Formal Education

Our efforts in re-aligning non-formal education to the needs and merging patterns of development is based on:

(a) the low costs involved in the development of non-formal education i.e. the low per capita or per instructional unit costs. In educational planning and decision making one cannot over-emphasize the importance of cost either in absolute terms or in terms of the proportion of national wealth. There is now increasing evidence to show that non-formal education can achieve the same or better results in education at very low per capita instructional unit cost.

(b) the limited time duration with frequent terminal points at which students may terminate their studies/training. Non-formal education has a short gestation period for an educational programme but with effective results at low costs.

(c) non-formal education has a clear and definite base in immediate human needs, be they economic, political, social, health, nutritional or educational. The focus for non-formal education is to give primary objectives which have a clear and immediate relationship to the existing human needs.

(d) non-formal education seems to cater for the provision and accommodation of the aspirations of its clients and participants, i.e. it recognizes and accommodates the aspirations of adults (literate or illiterate), unemployed youth, youths outside the school system, men and women out of work or at work, whether in urban or rural areas. In emphasizing accessibility to educational opportunities through non-formal processes, we can direct our attention to those cases that make the greatest provision for allowing the aspirations of the participants to function as powerful formative elements in programme planning and design.

(e) non-formal education has a solid linkage to real employment opportunities especially in labour intensive sectors such as agriculture and industry. As employment is a major imperative in any development effort, it does therefore provide an important focus for enquiry and planning in non-formal education with the main objective of equiping the participants with relevant knowledge and skills for immediate use.

(f) non-formal education allows for decentralized planning without the built-in- inflexibility which often arises from centralized planning. Non-formal education provides a good conceptual rubric for educational approaches which tend to maximize decentralization of design and planning. In fact, non-formal education tends to break conservatism in which often views education as a time and place bound process with the emphasis on conventional academic skills and subject matter, on the use of conventional institutional structures and on education being conducted at a certain time of one's life. Non-formal education allows for learning to be conducted in the home, in the street, in the field, through the press and other distance teaching and mass media facilities.

(g) non-formal education has a high potential for the distribution of whatever commodities are associated with it such as better education, economic gains, improved health, better nutrition and acquisition of skills for self employment.

(h) it provides an opportunity for people to learn while they work and raise their families and vice versa.

The emphasis on these points does not entail a conviction on our part that non-formal education is a magic solution to problems. The main issue is that it is a more promising approach to practical knowledge acquisition for immediate application for solutions of problems than formal schooling has proved to be ineffective in dealing with the issues of rural development. The advantage of non-formal over formal education is that the former tends to be a specific and not general remedy for educational shortcomings. Its utilization ought to be determined by contextual conditions provided proper use is made of it. In this regard we need to be clear in our minds what its best potentialities are and what conditions make it most effective in developing countries. Our concern in the next section is therefore focused on increased learning effectiveness through systems development of non-formal education.

IV. How to increase Effectiveness of Learning in Non-Formal Education

One of the major reasons advanced in favour of non-formal education is that it is less costly as an alternative for providing education to the majority of the people. But the problem is how to design measures for effective learning so as to achieve educational objectives at less cost. The design of effective non-formal education involves a consideration of the motivations, expectations, abilities of the target population and the rewards and reward systems in which the target population and the learning experiences operate.

First let us examine what brings a given target population to the learning experience. From the sociological point of view, is it conformity to societal norms or enforcement/requirement by society that motivate people to learning experience? Or from the psychological point of view, is it curiosity, anxiety, ambition or anticipation of rewards that motivate individuals or groups of people to a learning experience? Whatever approach we choose to take sociological or psychological we should be clear in our own minds as to the type of motivations which exist in a target population and once this has been done, then we should be able to identify the extant motivations which are appropriate and in harmony with educational goods. These motivations ought to be nurtured, enhanced and emphasized so that learning can be made more effective.

A second aspect then would be that once motivation has been identified, we need to seriously consider as to the benefits a target population would get from the learning experience, and the rewards of the programme. Some people take to non-formal education as a second chance in education to continue from where they stopped in the formal system. There are those who do it for prestige, recognition, status, income, power or simply for self fulfilment and qualification. Since the gestation period for non-formal education is shorter, the rewards appear to be more readily demonstratable than those of non-formal education.

However if NFE is to be effective, we need to be aware of what rewards and its systems exist in the personal-social occupational environment of the learners, and r realign then with educational goals. Motivation for learning is greatly enhanced if the rewards of a learning experience can be easily demonstrated either through change of income, increased social status or societal recognition.

Thirdly, if non-formal education is to be effective, the expectations of the target groups (be they pedagogical, topical or values) ought to be taken into account. What does a person who undergoes a learning experience hope to get from teachers, other learners, or from the programme content. Is he expecting a more practical or theoretical approach to the learning situation. Many programmes fail because the expectations of the programme designers and those of the learners are not in unison nor are they in harmony with the educational goals expected of the programme. It is important therefore that we should reinforce the expectations of the target population if learning is to be effective.

Another aspect that merits consideration is the matter of cognitive styles, mental and physical abilities of the target population. We need to know the level of ability of the target group to comprehend obstractions of both verbal and symbolic nature; their reading skills; the mechanical and manipulative skills previously developed before taking up this programme; the factors of health, nutrition, attention span, alertness, concentration and application of effort which might affect their learning. Above all, in terms of cognitive styles and habits of response to pedagogy, we need to define and identify learning styles which can be accommodated by the instructional design.

The approach given above can be diagramatically demonstrated as follows:

CONSIDERATION OF FACTORS FOR DESIGNING EFFECTIVE NON-FORMAL EDUCATION

Factors	Focus	Sociological	Psychological
I. Motivation	1. What brings the target population to the learning experience	A.(i) Conformity (ii) Societal norms (iii) Enforcement and (iv) Requirement	1. (a) Curiosity (b) Anxiety (c) Ambition (d) Anticipation of rewards
II. Rewards	2. What will the target population get from the learning experience	B. (i) Prestige (ii) Recognition (iii) Status (iv) Income (v) Power	2. (a) self-fulfilment (b) gratification (c) self employment (d) satisfaction
III. Expectations (Pedagogical, topical values)	3. What does the target population believe or hope will be their experience?	C. (i) Teacher: roles (ii) Content (iii) Utility	3. (a) abstract or concrete (b) practical rather than theoretical
IV. Abilities	4. What is the target groups able to do and capable of learning to do? (i.e. what are the constraints of learning?	D. (i) Pole acceptance (ii) Pole recognition	4. (a) mental ability (b) cognitive style (c) affective involvement

VI. Strategies for Planning Non-Formal Education: A systems Model

What has been said in the foregoing paragraphs brings us to the central issue of planning for non-formal education for integrated rural development. Non-formal education is not just about teaching of adults or for teaching adults to read, write, count or some useful skills or knowledge, nor simply for the delivery of knowledge, skills and information but for solving real problems of rural communities. It has to be emphasized that rural adults are the producers of food and as such they must play a larger role as agents of social change.

Our first concern therefore is to be clear in our minds as to definition of objectives in terms of what we expect to achieve through non-formal education i.e. our objectives need to be very clear, definitive and job/task oriented. Since our task is to equip the target population with useful knowledge and skills for dealing with income generation. The learning to be achieved ought to be practical, non theoretical, less obstract, and with specific goals based on pragmatic sorts of values.

Secondly we should study the target population, (adults - new literates or illiterates, out of school youth, drop-outs or those who want to have a second chance education) in relation to the motivations value systems and reward systems within the target population's environment; their cognitive style and capability in terms of previously acquired skills and their expectations about learning and about pedagogical environment. Needless to emphasize that a precise description of the target population is absolutely essential for the successful application of the systems development procedures for instructional planning. Indeed non-formal education appears best placed for ministering to the basic needs of its target population as it is supposed to equip them with knowledge and skills for immediate and useful application.

A third aspect in planning non-formal education is to specify institutional tasks. This can be done by identifying and describing precisely the learning task objectives and proposing the instructional experience which would ensure that the objectives are achieved. This, however, can be done if we are aware of the full range of possible instructional alternatives and we have some insights into the relevance of the instructional alternatives and cultural influences on the personalities of the target population. If we are to develop an efficient instructional system, we need not only be aware of the existence of alternatives but be able to make a choice among the alternatives. At the same time, we must identify possible instructional procedures that promise to achieve the learning objectives at less the cost.

We may need to ask ourselves how best we can achieve our objectives through for instance, distance teaching techniques, mass media or through practical assignments.

Closely related to this point is the need to specify support and management tasks. Central to the planning of non-formal education delivery system is the question of use of resources. We may wish to utilize existing resources (hardware) and put new instruction through these channels but with minor modifications; or decide to develop new resources and use them as instructional channels. Should we choose the first of using existing hardware, it will be necessary to negotiate with other ministries, agencies or organizations (e.g. radio or tv authorities) to ensure the success of the NFE programme. In the case of the second choice, new resources

or personnel may be needed but since this is likely to involve a small target groups, it may be a better option.

Another factor for consideration in the planning on non-formal education is to specify the level of performance to be learned by the target population. The level of performance is different from the learning task in that it is concerned with setting the minimum acceptable level in terms of accuracy, rate of performance or the quality level of the skill. Once we have defined the learning task, the question that may be asked is: what level of competency will the non-formal system attempt to achieve? whether it is the formal or non-formal system, it must be able to define a set of standards which represent the acceptable level of achievement of the skills or understanding. In our planning therefore, we should design a set of evaluative procedures which enable our target population to attain the expected levels of performance.

But these expectations can come to no avail if we do not have instructional materials. So our other concern is the need for the preparation of instructional materials which involves a set of tasks governed by decisions made in the specification of instructional objectives. The preparation of instructional materials demands a high degree of imagination if materials for NFE are to be useful. More importantly is the need to develop new materials for use in non-formal instructions than to adapt those originally designed for formal education because of the linguistic demands, conceptual level, degree of abstraction and differences in learning styles of the non-formal education target population.

With this mind, we should always attune instructional materials to the cognitive processes and pedagogical expectations of the NFE learners; and to provide effective learning, we should constantly take into account the cognitive differences and characteristics.

All these activities however, need trained people to ensure that they are properly done. Another important aspect therefore is the training of human resources to deal with non-formal education to ensure that the various human roles will be compatible and supportive. As a target group on its own, NFE personnel ought to have their needs analysed, their skills specified and instructional materials for their training specially designed. Most of those already involved in one aspect of education or another will need to be retrained so as to cope with the multiferous activities of non-formal education.

Given the multifarious non-formal education, delivery vehicles between knowledge organization centres with the client users, the need is for complementarity between the various vehicles; whether extension service in health, agriculture, co-operatives etc, or litteracy, numeracy in "adult" education, or correspondance/Distance teaching (or distance education, etc.) the point is that there may be need for restructuring the same within the frame purpose, content, and charts are determined.

While planning of the various non-formal educations delivery system and the various activities is going on, but before completing the system, it is vital that consideration be given as to how the effectiveness of the non-formal education programmes delivery system would be evaluated. For this purpose therefore, evaluation procedures based on assessing the strengths and weaknesses of the programme's content delivery system, methodology, media, etc. should be designed. Such programme should include data collection on the various aspects, right from the analysis, at the begining, the design and development during and at the end of the programme and the operational monitoring of impact non-formal education systems graduates. One has to ask as to how we are going to assess the rewards and effectiveness of the programme and how such information is going to be recycled so that modifications can be made to the programme.

The most important step next is the operation of the programme itself. Oftentimes a programme may start with a trial phase and then from there proceed to include the greater number of the target population. Implementation of the programme requires that the right personnel is available to ensure at least modest success.

Finally we need to evaluate the learning and its programme. This can be done by collecting data to be used for decision making. Evaluation of the programme, whatever methods we use should be a continuous process to allow for feedback and modifications to the programme.

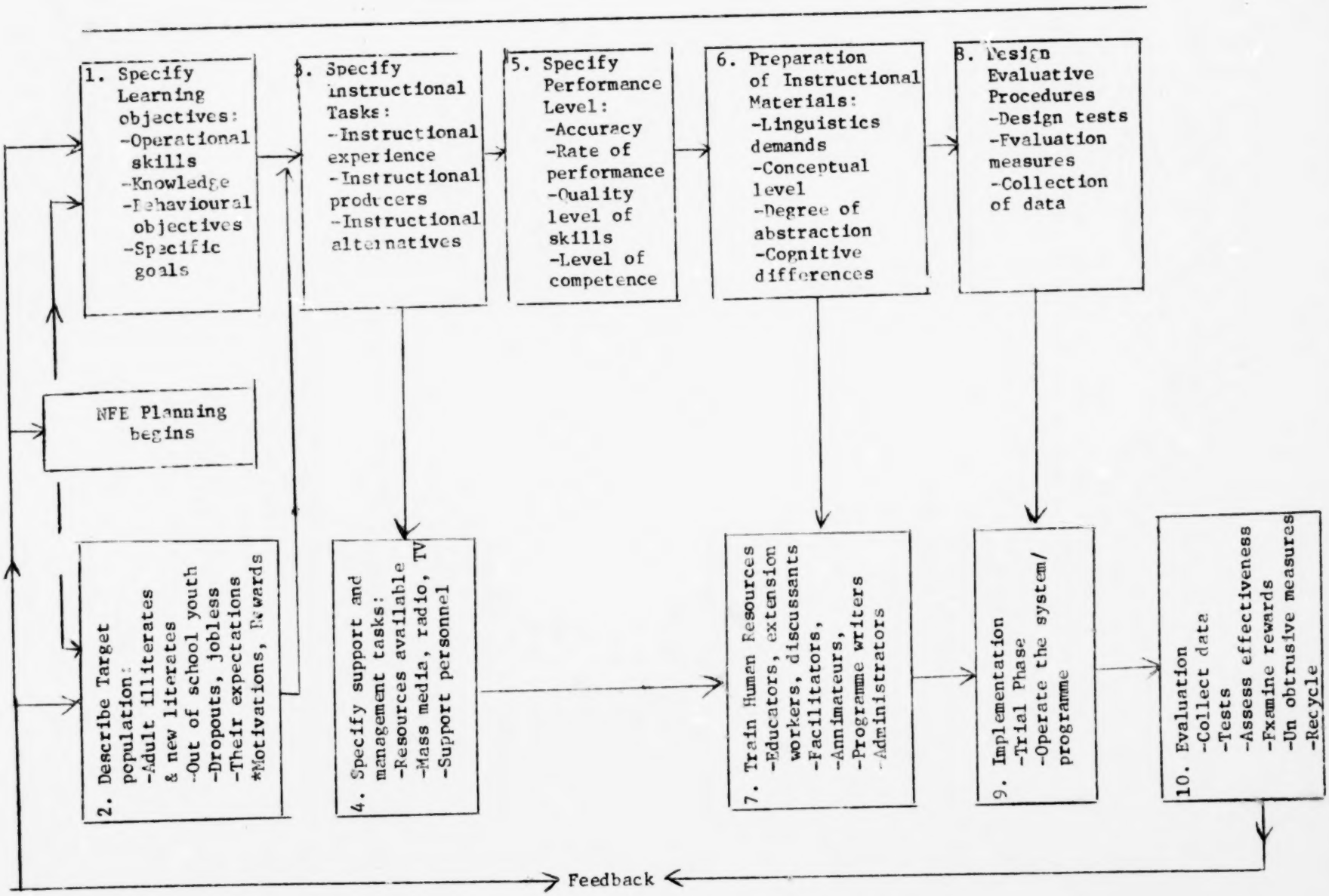
The whole process as described above is demonstrated in diagramatic form in figure 2.

Conclusion

We will conclude this paper by saying that non-formal education as a practice (as distinct from the concept) is concerned with the problems of learning effectiveness and real life problems. It has no other justification beyond being instrumental to facilitating the acquisition of knowledge, skills and attitudes for solving life problems. Except for those types of non-formal education which are disguised alternative forms of formal education or which provide second chance formal education, non-formal education should have no system of artificial rewards, self-justifying paper certificates, or the self denied levels of accomplishment.

In non-formal education, the reality of its effectiveness is in application and use of learning to the practical problems of life. Non-formal education makes life changing educational inputs to the learner while the frame of reference is application and life style realities. Thus our search for learning effectiveness of non-formal education is not an option but a mandate that must be pursued with all vigour to complement and supplement the effectiveness of formal education. For multifarous problems of rural development in Africa, non-formal education appears better placed to deal with them. Therefore its planning and development are crucial to Africa's survival.

BASIC FACTORS FOR CONSIDERATION IN PLANNING NON-FORMAL EDUCATION: A SYSTEM MODEL



UNITED NATIONS
ECONOMIC AND SOCIAL COUNCIL

Distr.: GENERAL
E/ECA/AATD/84/9
2 November 1984
Original: ENGLISH

ECONOMIC COMMISSION FOR AFRICA

Fifth Biennial Training and Development Conference of the African Association for Training and Development

Addis Ababa, 19-29 November 1984

LC/NAIROB

NOTE OF DISCUSSION AND CONSIDERATION FOR CRYSTALIZATION AND SHARING OF IDEAS ON HUMAN RESOURCES PLANNING DEVELOPMENT AND PRODUCTIVE UTILIZATION

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NOTE OF DISCUSSION AND CONSIDERATION FOR CRYSTALIZATION AND SHARING OF IDEAS ON HUMAN RESOURCES PLANNING DEVELOPMENT AND PRODUCTIVE UTILIZATION

James A. Bukhala, Ph.D
AATD Secretariat

Focus	Notes
Issues:	
1.1 Lack of universally acknowledged, accepted and applied operational definition of human resources in respect of its nature, scope and the language of the subject.	
1.2 The disparity between developed countries and Africa in the application of the definitions, concepts and conventions - the quest for commonly known concepts.	
1.3 Isolationism and dissipation of effort in human resource development whereby:	
1.3.1 Its planning is undertaken in isolation of: (a) Overall socio-economic development planning; (b) Its development, distributive allocation and productive utilization; (c) The various programmes for nurturing the various human "resources" are undertaken in isolation of each other, and as ends in themselves.	
1.3.2 Its development is undertaken in isolation of and with no due regard for its distributive allocation and productive utilization requirement.	
1.3.3 (i) The diversity of the agencies & institutions concerned with the planning, development, distributive allocation and monitoring of the productive use of human resources and their subsequent tendencies to:	

Focus

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(a) draw a circle around their piecemeal programme components to the extent that the various programmes lack coherence and common focus;

(b) act in isolation of each other to the extent that the various human resource development strategies and policies are neither coherent nor harmonised. They remain unco-ordinated, consequently wastage of resources and human effort.

1.4 Piecemeal and singular approach in human resources planning: with emphasis more on the quantitative balancing of the supply and demand equation, and none on qualitative, mutually supportive aspects that would bring about coherence.

1.5 Tendency to regard the:

1.5.1 Education and training aspects as the only quality enhancing factor in human resources development, with no due regard for the role of health, nutrition and food, habitat/environment, productive employment,etc.

1.5.2 Utilization's tendency to (i) emphasize "labour force" group with no regard for others like the youth, the retired and aging, women, refugees prisoners, those in institutions of learning; (ii) disregard those that are not actively looking for work and provide no machinery for their mobilization and encouragement.

1.6 Tendency to overstress the wage employment sector with no due regard for self-employment of inventive entrepreneurs or income generation activities in traditional crafts or service rendering.

1.7 Tendency to overstress the formal sector while overlooking the informal and rural sector in self reliant income generation activities of traditional craft production and traditional social service rendering.

1.8 The tendency for governments pre-occupation with manpower development for the Public Service with no equal emphasis on manpower development for other sectors such as the Private, the parastatal and rural sector.

Focus	Notes
1.9 The tendency for pre-occupation with those actively looking for and in employment for which ministries of labour exist, without due regard for the majority human resource not actively looking for jobs and not engaged in any form of income generation activities or employment; and unfortunately, for whom no institutional machinery exist to plan activities and put their resources potential to productive use.	
1.10 The growing trend of rural to urban shift which has left the rural sector with neither the "knowledge intensive" workers nor the "labour intensive" ones, hence the declining food production of the agricultural sector.	
1.11 The inability to justify the relatively high costs of education and training in the wake of Africa's performance in:	
(i) negotiations whereby the tendency is to demand rather than apply negotiations skills and obtain terms favourable to the region;	
(ii) continued mismanagement, inefficiency and high operational costs of development management institutions and programmes;	
(iii) anticipating and creating institutions for managing crisis such as hunger and other disasters relative to weather, drought, cyclones, etc.	
1.12 The lack of balance, if not mismatch between behavioral science skills and physical science technological skills base and in the professional para-professional/ technician ratios.	
1.13 The tendency for one country to experience deficit in skills of one category while the other has a surplus.	
1.14 Increased governmental machineries' mismanagement, inefficiencies and subsequent high operational costs that are resulting into increased pressures to reduce three high operational costs through such soft option suggestions as:	
(a) Removal of subsidies on food, rents, and other human resources quality enhancing and quality sustaining programmes such as education, health: steps of which are devastating in that with the high cost of these:	

Focus

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(i) the crisis of hunger, disease, ignorance and increased costs of life enhancing and life sustaining services will be shifted to the poor; and hence condemning 30% of national populations and (in some cases where hunger has been on for more than 7 years (an entire generation) individuals with low quality intellectual, emotional, and performance skills: besides increasing morbidity thus and minimizing productivity;

(ii) the national populations would be cut into two: a few who can afford the human resources high quality enhancing and sustaining services; and most who cannot afford them: this perpetually leaves the majority dependent on a minority for productivity and subsequent provision of the life sustaining and life enhancing services;

(iii) the current state of want and lack of opportunity for accessibility to these human resources high quality sustaining and enhancing services would continue to sustain the prevailing tendency to borrow and the subsequent indebtedness be it in financial and material resources at best or at worst technology, ideas and ideologies;

(iv) the increased lack of opportunity to these human resources high quality enhancing and quality sustaining services, nations states could be subjected to poverty, social instability with their devastating effects.

There is a high correlation between poverty, social unrest, upheavals and revolutions or those who discuss ideas, events and people in the course of national dialogue with the state of the underdeveloped nature of the majority of national human resources.

1.15 The paucity of data and well developed universally agreed techniques for their collection, processing and application.

Ideas for consideration in response to the above-mentioned issues:

As one of the national stock of resources like other resources of woodlands, water, minerals, etc. human resources should command a similar care in its development and productive use be it in the public service as equally as in the private, parastatals or rural sectors.

Nature of H.R.: Like natural resources with specific variables which naturally occur or are naturally available, the resources that are innate and naturally occur in humans, and which require to be identified and developed for activation in socio-economic development include:

Focus

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(a) Knowledge of the whats,when and hows of doing things or phenomena.

(b) Skills relative to:

(i) intellectual "covert" thought processes often referred to as cognitive skills;

(ii) emotive aspects of feelings, interests, attitudes, motivations, emotions and value processes that are often referred to as affective skills;

(iii) performance skills of manipulation of tools, equipment and instruments for accomplishing tasks in production, service rendering and income generation; often referred to as psychomotor skills;

(c) Physiological resources of:

The brain, nerves, sensory receptors, muscles, the skeleton metabolic body systems, and kinetic energy;

(d) Basic needs satisfaction urge or drive; and propensity to engage in exploratory,creative, inventive, innovative and thought processes of research and development activities for sustained income generation activities, fostering technological change and spurring growth;

(e) Organizational Resource:

The inclination for order and organization as to establish and manage the planning, development and utilization systems and other non-human and human resources;

Could the operational definition of human resources be the intellectual, emotional, operational, physical, and other attributes of basic needs satisfaction and the inclination for order that have the highest potential for developmental, or inhibitive of action in income generation activities or sustained productivity? Would these attributes be the above-mentioned? If not, what else?

Consider a framework for ensuring coherence in and integration of these in a co-ordinated human resources development.

Focus

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2.2 The Scope: Consider the productivity potential in the following groups:

- the youth - boys and girls;
- the "prime labour force" of men and women;
- the adults - men and women;
- the retired, aging and aged;
- the handicapped;
- those in corrective institutions;
- those in education and training institutions;
- those in refugee camps.

Consider the effect on national productivity if (i) only one section of the above was the only one active; (ii) if all were mobilized and activated.

Any human being in whom anyone of the proceding resources are determined to exist and on whom nation states invest for the development and protection from the impairment of these resources through education, health, nutrition, etc. whenever they may be, etc. are potential producers and capable of rendering a mutually supportive service; could all these be assisted to maximize their returns for nation building and development?

2.3 The language and concepts:

What do the following mean in the African context?

- human resources, employment, unemployment, underemployment, productive employment (use) and wage employment, productivity, human capital, human resources capital, and human resources capital formation or human capital formation?

3. Towards minimizing isolationism and developing a coherent and mutually supportive human resources development programmes.

3.1 Possibility and requirements for:

3.1.1 Integration of:

(i) the human resources planning sub-system with the overall socio-economic development planning;

(ii) the human resources planning sub-system with those of the development and utilization sub-systems;

(iii) the various programmes for nurturing the development and protecting the impairment of the various factors of "high quality" inputs in human resources with each other, and into the planning, development and utilization sub-systems;

Focus

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(iv) the various sub-systems of planning, development and utilization into one human resources management system.

3.2 Establishment of the various sub-systems:

(a) The planning sub-systems components focus of:

(i) balancing the supply and demand equation and quantitative and qualitative aspects;

(ii) anticipating problems in qualitative aspects and planning for dealing with the problems lest they affect the required "value addedness" in human resource.

Education and training skills balance, and anticipating what might impair the development of skills thereafter taking preventive measures by planning for:

- food sufficiency and nutritious food intake surveillance and intervention;
- habitat and environmental pollution surveillance and intervention;
- sports and cultural activities, etc.;
- physical, mental and social health status surveillance and intervention.

(b) Development sub-systems of the following programmes:

(i) maternal and child care to enhance human resource survival and growth;

(ii) education and cultural heritage programmes to nurture the development of cognitive and affective skills;

(iii) training programmes: to nurture the full development of performance skills;

(iv) health status surveillance and intervention programmes: to ensure that the development of cognitive, affective and psychomotor skills, and physiological resources are not impaired;

(v) nutritional status surveillance and intervention to enhance efforts at i, ii, iii, and iv, ensure that they are not adversely affected and ensure that natural immunity is not impaired;

Focus | **Notes**

(vi) habitat and environmental degradation surveillance and intervention to minimize illness due to pollution of water, food, air etc.;

(vii) guidance and counselling to activate a recognition of each individual's potential and facilitate judicious choices of what to study and what to do in life;

(viii) employment and productivity enhancement status surveillance and intervention with incentive systems to maximize the productivity of the entire spectrum of human resource and the application of their innate resources.

Integrated human resources development would appear to call for a series of coherent and mutually re-inforcing policy and institutional machinery components involving a number of ministries, notably social services, health, education, agriculture, manpower, planning, etc. and taking into account special interest group programme needs for:

- Maternal and child care: the foundation upon which subsequent human resources quality factor inputs of health, nutrition, education habitat and environmental pollution degradation surveillance are built;

- Primary health care components

- Extension education and training for:
  - the youth
  - women and children
  - the prime labour force
  - the handicapped
  - traditional rural/urban craftsmen/women
  - adults
  - the retired and aging

(c) Productive utilization sub-system

(i) Enhancement of productivity

(ii) Wage employment versus productive employment for self

Focus	Notes
(iii) Generation and distribution of employment and income generation opportunities - both in formal and informal sectors rural and urban areas and for all	
(iv) Distributive allocation and appropriate deployment of human resources of the youth women, the handicapped, the retired and aging, the prime labour force, etc.	
(v) Productive use of the entire spectrum of human resources identified in the above: each in accordance with his/her own capacity and capability, wherever he is placed	
(vi) Incentive systems for (a) enhancing productivity and (b) influencing distribution of income generation activity opportunities in economically depressed (abandoned) rural and urban areas	
(vii) Effective identification, development and exploitation of each individual's known "resources" for enhancing his/her self reliance but also that of the community and the nation as a whole	
(viii) Turning education and training as well as corrective constitutions into production, service rendering and income generation centres for their self-reliance rather than dependence in governmental sub-ventions.	

Focus | Notes

4. Combating isolationism approaches and ensuring policy harmonization, programme co-ordination and coherence.

4.1 Re-examine - Human Resources policies:

Overall

- Demographic aspects in relation to national capacity to provide the essential inputs required for enhancing human resources quality;
- Educational aspects in relation to knowledge and skills that promote self reliance in employment and income generation, and interface between theory and practice, the school and the world of work;
- Health aspects in respect of preventive rather than curative, dispersal rather than concentration of services;
- Training aspects in relation to transfer and application of technology, keeping abreast of technological development and knowledge boom;
- Food and nutritional food intakes emphasis on quality than quantity, self sufficiency than sarcity, food crop production than cash crop production;
- Incentives and effective management for enhancing productivity;
- Distributive allocation of employment/income generation opportunity, and subsequent productive use of the entire spectrum of human resource;
- environmental and habitat status surveillance.

All in so far as they enhance or affect the quality of human resources.

Sectoral:

Education policies
Training policies
Health policies
Food and nutrition policies
Housing and environmental policies, etc.

Re-examine delivery systems for education, health, food, water,etc.
Re-examine institutional machineries for policy harmonization and programme co-ordination.

Focus

Notes

National system and sub-systems
Key Sector system and sub-systems
Sectoral system and sub-systems

4.2 Consider the need for a coherent, mutually reinforcing and supporting programme strategy.

5. Organizational System and Sub-System

5.1 Consider the Human Resources Management System ministry within which the following would be the major sub-systems:

(a) Planning Sub-system

Planning for:

(i) Balance in the supply and demand equation
(ii) Quality human resources, consider the case for:

Education, health, nutrition and food, environment and habitat, sports and cultural activities and provision of employment and income generation opportunities, etc.

i.e. production and monitoring the execution of the respective plan and sub-plans.

(b) The Development Sub-system

Production of sectoral plans, mobilization of resources and execution of activities in education, training, health, food and nutrition, habitat and environment, employment and income generation activity, etc. status surveillance and intervention.

(c) The Utilization sub-system

Planning for and execution of distributive allocation, deployment, and monitoring productive use, and productivity of human resources and incentive systems in:

- generation of employment income generation activities;

Providing incentives for:
balanced income generation activity and employment generation both in rural and urban areas.

Stimulating increased and stabilization in productivity.

Focus

Notes

5.2 The Machinery

Consider a multi-tier arrangement:

5.2.1 National Level: One ministry with the three above-mentioned sub-systems divisions

5.2.2 Key Sectoral Level: Consider designation of key ministries each of which would be responsible for

(i) the public service
(ii) the public corporations
(iii) the private sector
(iv) the urban and rural sectors

i.e. four ministries, in each of which the three sub-systems exist, responsible to the national ministry.

5.2.3 Sectoral and organizational level: Each ministry and organization concerned with human resource management to establish a human resources management system and sub-systems responsible to the key sectoral ministries at the second level.

Consider linkage-reporting relationships of accountability between ministries at national, key sectoral and sectoral levels.

5.3 Staffing Requirements

Consider a human resource management team of the following at each of the three levels of human resources management:

(i) Manpower planners
(ii) Training managers, and trainers
(iii) Employment and productivity planners
(iv) Personnel management services officers

5.4 Data and information system of:

(i) Data required for the manpower planning sub-system
(ii) Data on education
(iii) Data required for the training sub-system
(iv) Data required for employment and productivity enhancement sub-system

Focus | **Notes**

6. Consider a programme of action and phases towards re-orientation of outlook to and the development of quality human resources management and development.

6.1 Institutional machineries development

Phase I:

(a) National inter-ministerial and cross-sectional/ sectional consultations, and review dialogues to:

(i) Analyse and crystalize the related issues and constraints in human resources planning, development and utilization.

(ii) Develop proposals and strategies for redressing the constraints identified i.e.:

- proposals for (if deemed desirable) human resources management system and sub-system.

Focusing on requirement in:

- policies
- organizational structure and related unit functions
- staffing
- information systems base

Specialist ministries to cater and with responsibility, for human resources in:

Public service
Public corporations
private and urban administration

(iii) Specialist task force formation to refine and prepare a letter of transmittal of the proposals for consideration of higher authorities.

(iv) Consideration of proposals by higher authority permanent secretaries and ministerial meetings, seminars or workshops.

Phase II:

(v) Workshops and seminars for human resources management team of technocrats from key sectoral ministries to:

- determine requirements for internal adjustments for better fulfillment of their assigned human resources management functions;

Focus	Notes
- Develop a plan of action in their structural adjustment and development of their staff;	
- Determine operational linkage relationships between themselves, with the central ministry and those for which they are responsible.	
(vi) Skills development workshops for each of (separately or together) the human resources management team.	
Phase III	
(vii) Initiation of action to reconstitute, adjust and/or establish an agreed human resources management system and sub-system.	
(viii) Placement of trained individuals and continued monitoring of placed teams;	
(ix) Selection and placement for external attachment or study tour of selected human resources management team members;	
(x) Institutionalization, continued viable operation and monitoring of the operation of the new/ reconstituted human resources management system and sub-system.	
6.2 Human resources development programmes	
INTEGRATION:	
(i) Sectoral human resources planning, development and utilization;	
(ii) General national human resources planning, development and production utilization.	
- Human resources planning: demographic factors in relation to national capacity for integrated coherent and mutually supportive and reinforcing programmes.	
(iii) Human resources development:	
- Maternal and child care - Education - Pre-primary Primary Secondary Higher	
Non-formal/extension/continuing education in support of	

Focus	Notes
Primary health care components of: - Promotion of proper nutrition and nutritious food production - agriculture; - Environmental pollution surveillance, adequate supply of safe water, and basic sanitary measures; - Maternal and child health care incorporating family planning; - Appropriate measures for preventive medicine - immunization against infectious diseases, prevention and control of locally endemic diseases, and awareness of and ability for diagnosis and simple and interim action of treatment for common diseases, injuries, etc. - Community action campaigns and co-operatives.	
(iv) Developing the capability and capacity of those outside the formal system and in particular youth-boys and girls, adults - men and women, the handicapped, the retired and aging.	
(v) Extending education and training opportunities - Training; - Productive employment/income generation; opportunities; - Guidance and counselling; - Incentive system; - Effective human resources management.	